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ABSTRACT

The result of a study undertaken by the Santiago Library System (SLS) in Orange County, California, in conjunction with the California State Library, this report presents a complete review of various SLS programs, services, and structures with discussions of alternatives, comparative costs, and comparative advantages and disadvantages for each. Following a preface outlining the nature and focus of the study are a description of the Santiago Library System and a review of the concept of a library system. SLS reference services are then evaluated, with analyses of current levels of services, system service priorities, performance objectives, and alternative service delivery systems. Information and referral services are discussed in relation to the system's reference program. Similar analyses are also presented for SLS programs and services pertaining to cooperative lending (i.e., interlibrary loan), the delivery of library materials, special services to minorities and the handicapped, discretionary services, administrative services, citizen involvement, networking, legal structures, and program implementation. Appended are a copy of the letter from SLS to the California State Library requesting assistance with the study, a copy of a memorandum on the scope and intent of the study, and data tables on SLS member libraries and on public library systems throughout California. (JL)

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SYSTEM SERVICE ALTERNATIVES

A Study for the Santiago Library System

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May 5, 1982

TO: Santiago Library System Administrative Council

FROM: Gary E. Strong, State Librarian

SUBJECT: FINAL REPORT: SYSTEM SERVICE ALTERNATIVES

This study is an agenda for change. Library and information services have traditionally been designed along well-proven lines. The present reality, however, is that the world is changing -- rapid technological advances, the continued information explosion and increased and continued alterations in the population mix in California call out for new methods of service delivery.

Both cooperative library systems and the state library agency must face that reality. In working with the Santiago Library System Administrative Council, the California State Library is developing a new method of serving its clients. In this study, the State Library provides an objective "data base" of alternatives for service development in the Santiago System, rather than a traditional "conclusions/recommendations" prescription. This represents a departure point for additional thinking, as opposed to a finished "static" document. We hope that the Santiago Administrative Council and other members of the library community will take the study and expand and improve the variety of options for system-level delivery of library and information services.

I particularly want to thank the Santiago Administrative Council and System Advisory Board for their patience and hard work during the course of the study. The Administrative Council must be recognized for their courage in calling for a thorough examination of their services, programs, and organizational structures. In a time when it is tempting to hang on to what is comfortable and tried, it takes a special kind of professional dedication to undertake an investigation which challenges all of the collective energies of a system. Such an examination can, however, result in a significant improvement in the access that people have to the information and ideas contained in their libraries. I hope that Santiago will continue to pursue the future development of system services with vigor, never losing sight of the improvements necessary to insure that system area residents have access to the services which will enhance their lives and ability to participate in this democracy.

We very much appreciate the cooperation and faith of the Santiago Administrative Council and look forward to assisting in the implementation activities that lie ahead.

GES:slm

California State Library May 5, 1982

System Service Alternatives

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1. Preface
2. Background: reasons for study; SLS demographics; CLSA in practice; other systems in California
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1. Preface

The Study Concept

Through a combination of financial, organizational and personal circumstances, the closing months of 1981 saw the resignation of almost all staff members of the Santiago System. The System Administrative Council, rather than fill these positions immediately, took advantage of this unique opportunity to re-examine system services and organization. On learning that the State Library had been seeking a good opportunity to review basic system patterns, Santiago System Council Chairman David Snow wrote to State Librarian Gary E. Strong on November 5, 1981: "The Santiago Library System requires consulting assistance for a complete review of all programs, services and structures." The letter continued, "We request consulting assistance from the California State Library to assist us in this effort." (See Appendix A)

Negotiations followed, out of which came a Memorandum of Understanding (MOU) signed by Gary Strong on behalf of the State Library and by David Snow on behalf of the Santiago Library System on December 2, 1981. The MOU described specific program areas to be examined and established a time table for the study. Data collection and evaluation were to be carried out in December 1981 and January 1982, program design and writeup in February, with delivery of a draft report for SLS review in March, 1982. (See Appendix B)

The primary force that has shaped this study from its inception is a commitment to examine system services as they respond to the needs of Orange County residents. The basic assumption is that the Santiago Library System's existence can be justified only to the extent that its programs and policies expand member libraries' capabilities to meet their residents' information service needs. Under the terms of the Memorandum of Understanding, the State Library has investigated and discussed a range of options in each of several standard service categories. It must be emphasized, however, that these options for the development of system programs are not prescriptions to be followed but merely opportunities to be evaluated. No service - however traditional, fashionable, technological, or "fundable," is worth supporting if it does not clearly address the needs of area residents.

Service Specifications

Working from this standpoint, the State Library study team sought first of all to gain an understanding of the Santiago System service area. All available information on the service needs and goals of Santiago citizens and library staffs was assembled for review. Once this picture began to take shape, efforts focused on development of a set of Service Specifications for the program areas under review. These specifications, which accompany each section of this report, are the framework for the entire study. They answer the questions, "What kind of impact should system services have on the community? What difference will they make?" It is important to note that the service specifications define desirable results or outcomes of service, not the method or organization for providing the service. Central to the entire study concept is the principle that alternative service delivery methods and organizational structures can only be designed and evaluated in response to a clearly defined set of desired service outcomes. Those outcomes - or service specifications as they are called in this report - must come first if the remainder of the investigation is to be meaningful. In one program area, however, the study discusses service development and service marketing rather than specific services. The rationale for this is discussed in a very special chapter - called Special Services

Performance Objectives

Flowing from the service specifications are set of service performance objectives. These performance objectives answer the questions "How much impact should system services have on the community? How much difference must they make to be considered successful and effective?" Performance objectives describe how many, how fast, how completely, how economically, how well, or how often services should be delivered. They may speak to the quality as well as the quantity of service delivered, but they must describe the level of service desired in a way that is measurable. Performance objectives are the quantitative standard against which

all alternative service delivery methods may be measured and compared. In keeping with the terms of the M.O.U., this report does not include recommendations on which programs to undertake, nor the the exact quantity of service to be set as an objective in each system program; those will have to be established by the Santiago Administrative Council, based on their own service goals, priorities and resources.

Service Delivery Methods

Service delivery methods are essentially strategies for getting work done in order to meet the Performance Objectives. They answer the question "What activities should be performed in order to get the desired kind and amount of service impact in the community?" It is in this portion of each section of the report that the study team has presented a "menu" of possible alternatives, with associated advantages, disadvantages, organizational implications, and cost factors for each viable service delivery method.

The study is the first organized investigation into the total service and organizational patterns of a California cooperative public library system since the enactment of the CLSA. Though the study is specific to the Santiago Library System, implications of the findings and alternatives presented here should be of interest to the library community of the entire state, and to state and local decision-makers. The study is also intended to be realistic. Service costs money, and while the study does not hold out promise of certain future funding it does give indications in several areas of how activities can be supported and where funding may be sought. It also details system activities that may be carried out at modest cost to individual libraries through cooperative procedures, or through volunteer efforts.

What this study is not:

This study does not provide the model for the ideal cooperative library system. This was never its purpose, as defined in the Memorandum of Understanding. Research into service delivery models in other states has revealed that there are many possible models for effective system activities. Several are discussed in this report. More

important than any one way to deliver services is the impact those services have on the community.

This study does not provide "The Answer" for the Santiago Library System. Santiago will seek its own answers. As agreed in the MOU, no recommendations are provided - only options for system services from which the Santiago Council may choose. Nor is the study a "blue sky" preview of the future information environment and technology. This was not the scope of investigation as described in the MOU, and such work probably could not have been performed by the State Library within the required time constraints. This is not to say, however, that the Santiago system should not consult "futures" experts for help with developing scenarios for long-range service planning.

The study does not include an exhaustive examination of cost/benefit ratios for system services, largely because sufficient data could not be gathered within the time available. The study team used existing workload and performance data, to the extent feasible in light of time and distance constraints. Information which could be developed or gathered by SLS within the month alloted for data collection was unfailingly provided. However there are gaps, particularly in the area of communications and delivery traffic levels, resources available in individual member libraries, and staff time devoted to particular services. As a result, all parts of this report include discussion of cost factors, but actual cost estimates, where provided, are approximate at best.

The State Library acknowledges the extensive, positive contribution to this study made by each of the hard working, concerned librarians who make up the SLS Administrative Council. The study effort was a unique partnership and could not have been conducted without the interest, the constructive criticism, and the essential data they provided. The State Library team wishes to thank each of the Santiago team.

2. Background

The Santiago Setting

The Santiago Library System (SLS) is a cooperative public agency established by autonomous public libraries in Orange County, California. System members include one county library, three district libraries and six municipal libraries. Directors of these libraries comprise the System Administrative Council.

Libraries	Directors
Anaheim Public	William J. Griffith
Buena Park Library District	Colleen McGregor
Fullerton Public	Carolyn Johnson
Huntington Beach Public	Walter Johnson
Newport Beach Public	Judith M. Clark
Orange County	Elizabeth M. Smith
Orange Public	Martin Erlich
Placentia Library District	David E. Snow
Santa Ana Public	Howard K Samuelson
Yorba Linda Library District	Katherine T. Citizen

SLS was organized in 1967 under provisions of the state Public Library Services Act, (now superseded by the California Library Services Act). Broadly stated, Santiago's mission is to improve the depth and quality of library and information services available to the people of Orange County. System services have been supported by a combination of Public Library Services Act and California Library Services Act program grants and reimbursements, SLS member contributions, federal Library Services and Construction Act (LSCA) funds and other sources. Total system operating income for 1980/81 was reported as $449,082.

Orange County lies along 42 miles of the Pacific Coast between Los Angeles and San Diego Counties, and extends some 25 miles inland where it is bounded on the east by San Bernardino and Riverside Counties. It is the southeast continuation of the Los Angeles lowland and, though one of the smaller of California's counties in area (786 square miles), it is second in the state in number of inhabitants and population density.

The population of Orange County, as of January 1, 1981, is estimated as 1,972,700[1]. Residents are concentrated primarily in the 359 square miles of incorporated cities in the county's northwest corner. The eastern mountain region, including part of Cleveland National Forest, is largely uninhabited. Orange County is a natural extension of the Los Angeles urban area and there is a great deal of commuting in both directions. Surface highways and telecommunications facilities in the county are among the finest in the state or nation.

Median family income in Orange County is the highest in Southern California, predicted to reach $30,000 sometime in the 1980s[2]. Total civilian labor force is around 1.2 million, with an unemployment rate between four and five percent -- far lower than the national average. Minority populations increased dramatically during the 1970s, particularly Hispanics and Indochinese refugees, but the county at present is still over 85 percent white.

Until World War II, Orange County's economic base was mostly agricultural. With the establishment of war production industries the growth of urbanization began. Orange County became the fastest growing county in the country, the population tripling between 1950 and 1960. Citrus groves disappeared into subdivisions; cities were founded and grew almost instantly; major tourist attractions followed the freeways into the county and so did new industries, shopping centers, colleges and universities.

Libraries grew rapidly along with their communities, for through the 1960s and early 1970s most jurisdictions had the money to support needed public services. The passage of Proposition 13 in 1978 put a brake on library service expansion, and forced cutbacks in some areas, but on the whole libraries have suffered less in Orange County than elsewhere in California.

There are currently 15 cooperative public library systems in California:

Bay Area Library Information Service
Black Gold Cooperative Library System
49-99 Cooperative Library System

Inland Library System
Metropolitan Cooperative Library System
Monterey Bay Area Cooperative Library System
Mountain Valley Library System
North Bay Cooperative Library System
North State Cooperative Library System
Peninsula Library System
San Joaquin Valley Library System
Santiago Library System
Serra Library System
South Bay Cooperative Library System
South State Cooperative Library System

These range in number of members from three (South State) to 28 (Metropolitan), in population from .5 million (North State) to 4.5 million (Metropolitan), and in service area from 454 sq. mi. (Peninsula) to 37,504 sq. mi. (Inland). For all this diversity, annual system expenditures are surprisingly similar, lying within a range of from $150 thousand to $450 thousand. A statistical table of cooperative systems appears in Appendix C.

Santiago Library System (SLS) is practically dead center average in number of members, is fourth highest in population served, second lowest in square miles of service area and second lowest in operating expenditures.

The System Concept

Over time, librarians and other local decision-makers have come to acknowledge that the independent public library is not able to stand alone in meeting all its informational, educational, recreational and social responsibilities. If improved library and information service to every individual in every community is the ultimate service goal, the cooperative library system has emerged as potentially the most successful mechanism for combining the talents and the resources of a group of independent libraries, within a reasonable geographic radius, for the purpose of addressing that goal.

In addition to service benefits to the actual and potential users of the member libraries, it is clear that there are significant indirect financial advantages to the independent library in having access to multiple resources and to an enhanced level of administration, consulting and planning via the system. The financial advantages of system membership are generally not in direct payments to the local libraries but in collective investments in materials and services, which in effect augment the local budget.

Early on, the focus of cooperative system efforts in California was on employing the collections of other member libraries to provide a direct response to local library patron requests. Centralized system staff were most often employed for switching, retrieval, or document delivery functions. This later expanded - in many cases at the State Library's behest - to include back-up reference services as well, with designated staff providing not only a link to broader collections but a level of specialized technical expertise not available in the local library.

Technological innovations have also had a significant impact upon the approach to cooperative resource-sharing functions, and the system is often viewed as the agent for change.

Library systems have, for example, become the center for automated equipment demonstration, procurement, installation and maintenance, and is frequently seen as the viable mechanism for obtaining the "economies of scale" so often invoked in discussions of effective computer applications. And, in these times of shrinking local revenues, most public library directors now look upon the system not simply as an organized way of sharing their own existing resources, but as a subsidized pool of skills and services which are held in common because no single jurisdiction can afford to maintain them.

The environment for system development in California was changed somewhat in 1978 with the passage of the California Library Services Act. CLSA speaks to activities at three different levels - local library, system level, and statewide. This study addresses potential cooperative efforts at the first two of these levels, both within and beyond the service parameters established by the CLSA. Though this study assumes that Santiago members will wish to remain eligible for participation in CLSA programs, it should not be forgotten that the Santiago Library System, as constituted under its joint powers agreement, is legally an independent public entity, with no mandatory relationship or obligation to the State Library, and no fixed set of program responsibilities. Its single raison d'être is to provide Orange County residents with needed information and/or materials, either directly or by means of back-up service support to member libraries.

Furthermore, it is the view of the study team that there is no one "right" way to organize and provide cooperative system services. On the contrary, it is assumed that these services and the organizational structures which support them must be continually evaluated and altered to respond to the changing information needs of system area residents.

3. Reference

Reference functions covered in this section include traditional question-answering services, reference referral processes and Information and Referral.

Question-answering is providing information and/or materials in response to a user's question. Reference referral is the process of providing information and/or materials in response to a user's question which has been forwarded from one library or information center to another. Reference referral is one of the services sometimes provided by a network; it is discussed here because it is a part of reference service delivery. Information and Referral (I & R) is the process of connecting the user with community information and human services.

The study investigated alternatives for delivery of those three functions, including advantages, disadvantages, and an indication of costs. One of the alternatives is the structure previously in place in SLS. Other factors considered in developing the alternatives include:

- present reference service capabilities by member libraries
- availability of funding
- non-library information services available in the Orange County area

Information on the Santiago Library System's reference operations from its manual, budget proposals, and other system materials was reviewed. A sample of reference questions from member libraries was also reviewed. The primary source of information about the System Reference Center's purposes and plans is in its Goals and Objectives 1980-85.[1]

This information was assessed against a background of material from other sources, including profiles of all the library systems in California, California Library Services Act requirements and California Library Services Board decisions, and statewide and nationwide trends in information service delivery.

Although the ultimate measure of service delivery success is user reaction, the scope and time constraints of the study project prevented direct user interviews or surveys. Available community analysis materials were, however, used when appropriate.

Each of the fifteen California cooperative systems has tailored its service delivery to its own clienteles' needs. All provide switching functions at the system level that refer unanswered questions to tertiary-level resources, including BARC or SCAN, or more specialized resources including the State Library and non-public libraries. Interface between the local library and system-level services generally follows one of three models:

- requests are referred to area libraries and then to a system center
- requests are referred directly from local library outlets to a single system reference center
- requests are referred from local libraries to one center within the system and then to another center also within the system.

Although the purpose of reference service is to answer people's questions; the processes to accomplish this vary significantly. Attempts are frequently made to classify various responses as "ready reference," "reference referral," "information and referral," "information retrieval" or "research." This study distinguishes only between the question-answering service provided directly to users by member libraries, and the various back-up support services by means of which that direct capability might be enhanced. Thus all of the above services including "Information & Referral" are considered as part of the cooperative reference function, even though the needed skills and resources differ for some of the services.

CURRENT LEVEL OF REFERENCE SERVICE

The Santiago System outlined its reference service commitments in its 1980 plan. These might be restated as, "To meet users information needs by providing high-quality, easily-accessed, and responsive reference services". Until recently, Santiago's reference services were handled primarily by a centralized Reference Center staff, consisting of 1.0 senior librarian, 1.0 librarian, and 1.0 typist/clerk. The California Library Services Act funding in support of this center was $65,219 for personnel costs and $5,549 for non-personnel costs, a total of $70,768.

The SLS reference service provided back-up question-answering when member libraries were unable to answer questions locally. It also served as a switching center for sending questions to non-member sources such as SCAN (Southern California Answering Network). The Center's workload was between 900 and 1,000 questions anually. About 85% of these were answered using resources within the Santiago System. SCAN, handling 10% of the questions, was the principal out-of-system resource with public and non-public libraries and library systems elsewhere in the state making up the remainder. 75% of the questions handled by the Reference Center originated in member libraries, and the remainder came in from LOCNET members and libraries in other systems. The Reference Center forwarded its answers to member libraries, which remained responsible for relaying information directly to the user and for following up to determine whether or not his question had been adequately answered.

In the first nine months of FY 1980/81, over half of in-depth reference work done in the Reference Center was done in response to questions forwarded by four libraries: Orange County Public Library, Santa Ana Public Library, Fullerton Public Library, and Newport Beach Public Library. LOCNET member libraries, mostly private company libraries, generally requested "quick answer"

or "ready reference" service.[2]

Back-up question-answering is now (May 1982) performed by SCAN under contract with the Santiago System. Questions go directly to SCAN from each local library outlet. System-supported training in reference techniques and the production of access tools have been suspended. This question handling structure is unique and was entered into on an experimental basis when all the System Reference Center positions became vacant simultaneously. The SCAN contract bought time for the System to assess options for service delivery as well as to test-run an innovative method.

SANTIAGO SYSTEM MEMBER SERVICE PRIORITIES

Responses to an inquiry into Santiago members' priorities for cooperative service indicated that question-answering is clearly the member libraries' current highest priority, with eight out of nine respondents to the study team's questionnaire ranking it at the highest priority.

Table 3a MEMBER LIBRARY PRIORITIES FOR REFERENCE FUNCTIONS

Reference function	Number of libraries ranking at: 3 (high)	2	1 (low)
Question-answering	8	1	0
Access tools:			
Reference aids	4	3	2
Finding lists	7	2	0

Production of access tools, especially finding lists, also ranks high in member library's priorities for reference service functions. Some member libraries place a high value on the capability to switch unanswered questions directly to the best available source, rather than route them through the Reference Center hierarchy. It also indicates that publications, such as Have We Got a Number For You, meet a real need.

Assessment of the available information and materials relating to the existing/recent reference service provides several indicators for program planning:

1. Santiago member libraries have sufficient resources among themselves to respond to the bulk of reference requests. However, a small but significant percentage of requests -- one out of ten -- requires resources beyond those of the Santiago System.
2. The successful access-tool program and member libraries' favorable ranking for it among reference support services show an equally strong commitment to providing quick access to the best source.

One and two above are the bases for structuring the first part of the following discussion around direct question-answering and referral activities.

3. I & R differs from traditional reference services, both in the kind of information provided, which is more human services-oriented, locally-based and constantly changing; and in the people served, who represent a broader spectrum of the community than regularly use libraries at present.

   I & R services available to the SLS area population are selective. If the Santiago Library System elects to provide these services, there is a variety of useful functions to be met, even though these may not be as high priority for SLS as more traditional reference service delivery. A library base for I & R service delivery already exists, with collections of certain information sources, staff trained to interact with users, and community-based service outlets.

4. Optimum reference service demands ongoing training.

   I & R services, especially, require continuous training. Fresno County Free Library with a published directory as its I & R program's main product, found that a continuing training program was needed if

the directory's consumers were to make maximum use of the information. The more the service directly works with people in need of human services, the greater the need for continuous, indepth staff training. "Use of I & R products and services and the value attributed to them appears to be directly related to the amount of training provided to the using organizations."[3]

This equally applies to any service, including conventional reference service, that requires the staff at the initial contact point to make judgments on the best referral source. Staffs change and new resources become available or in-place resources change. Online data bases frequently change, and efficient and cost-effective use is a direct function of periodic update training, even for staff that has had introductory training and hands-on experience.

For example the system can prepare and conduct workshops and slide-tape/workbook "correspondence courses". One of the most productive training methods is on-site walk-throughs of actual procedures. SCAN, for example, has a highly useful work experience program for outside reference personnel.

SERVICE SPECIFICATIONS

Specifications for cooperative reference services were developed on four assumptions: (a) Questions can be answered by providing information and/or materials or by referral to the source best qualified to provide that information or those materials; (b) No single source can adequately answer all information requests; (c) Quick, knowledgeable referral to the best available outside information source better serves the user than does providing out-of-date or incomplete information from a library's own collection or files; (d) Libraries are not always the best information source for a given question.

Basic reference service delivery specifications are:

1. The largest percentage of questions handled must be answered, or the user properly referred, and
2. answers must be delivered to the user within an acceptable time period, and
3. answers must meet the users' needs in terms of the amount, kind, format, language, and accuracy of information.
4. These answers must be provided, within the limits of the first three specifications, at the lowest possible cost.

These specifications should be considered as a package. Some trade-offs may be necessary; for example, the shortest absolute response time might require delivery mechanisms that could eat up the entire program budget, or result in an answer that does not meet user need.

PERFORMANCE OBJECTIVES

Evaluation of alternative service models is based on three Performance Objectives.

1. Answers will be provided for ___% of questions handled, within ____ working days.
2. Answers will be provided for ___% of requests handled which meet the user's needs in terms of the amount, kind, format, language and accuracy of information provided.
3. Referrals of question, or user to outside resources will be made to a satisfactory source, responding within ____ working days for ____% of requests handled.

Methods for data gathering for Objectives 1 and 2 include:

- Transaction logs that record questions received, show which were answered, and the time required for handling. Examples of two

relatively uncomplicated log systems actually used are in Ogren[4] and Thoreen.[5]

- Evaluations, either used regularly or on a sampling basis. One method asks the librarian forwarding the original request to evaluate the response. Thoreen[6] reproduces a work sheet expressly designed for this purpose. A form that can be adapted for the same process is in Pastime.[7] Direct user evaluation procedures can also be adapted, perhaps by getting user response when material is picked up.[8]

Methods for data gathering for Objective 3 include:

- User evaluation: telephone follow-up and/or questionnaire-type forms, either mailed later or given to the user at the time of the initial transaction, to be returned later.[9] Questionnaires provide a written record to be used in evaluating source information, but the generally low response rates for this technique may require some additional follow-up. Telephone follow-up allows immediate feedback but requires a considerable investment in staff time and training.[10]
- Unobtrusive testing: a question is asked for reference staffs at several libraries and the answers received are compared against the previously established correct answer. This method could be adapted to referrals by determining in advance those sources that can provide the exact information requested.[11]
- Contacting the agency providing the service. This supplies additional information on services offered, but does not get the user's judgment of whether or not his/her needs were actually met.

ALTERNATIVE METHODS

There are three alternative models for delivering reference services that meet the specifications/objectives above:

1. Direct referral with system-level back-up
2. System-Level back-up
3. Out-of-system reference back-up

Those models have alternative delivery options including system-level centers, distributed services, and others in various combinations. They are summarized in Tables 3b and 3c.

The alternative service delivery methods are packages of processes. They describe what activities are carried out and what services are performed, not how those services get accomplished.

Ways of organizing to provide the services follow each model. It is important to note that there is more than one way to organize the same kind of service delivery. Each of these options is measured against the service specifications. These are the "pros and cons" for each method.

These models are not necessarily mutually exclusive. Before System Center operations were suspended, both models one and two were used. Requests went to one of the three area libraries or to libraries specializing in certain subject fields as "best sources" with the System Reference Center providing back-up services and routing to tertiary resources, principally SCAN, as needed. An alternative process was to send requests directly to the System Reference Center.

Service delivery currently follows the third model, with all requests going directly to SCAN. The selection of service delivery models, or of a mix of models, depends on user needs and how well each model meets the service specifications. Whatever model is selected, the system will be responsible for negotiating and maintaining the cooperative services by means of contracts,

protocols, reimbursements, or reciprocal service agreements, as well as for ongoing evaluation of the services delivered.

MODEL 1: DIRECT REFERRAL WITH SYSTEM-LEVEL BACK-UP

Services: Questions are sent and/or users are referred to the best sources within some defined limit, such as within the Orange County service area. The user referral "boundary" (i.e. where they reside) may not be the same as the question referral "boundary" (i.e. where questions are sent). When appropriate sources are not available, requests and/or users are referred to:

- A secondary back-up service, which combines question-answering and switching capabilities, or to
- A tertiary source which offers both services

In this model, the local library may either direct the person who asks the question directly to the organization or service best equipped to supply the answer (not impractical, given the geographical compactness of the SLS area); or the library may take the question, forward it to the source, which then returns the answer to the originating library for transmission to the user.

Referral to the best source would cover a spectrum of information sources. Many sources might be willing to absorb the cost of handling occasional referrals, but sources used frequently should be compensated in some fashion. Reciprocal service agreements or transaction-based fees could be negotiated by the system with major information providers. System staff would therefore need to record use by number of transactions per source, both to monitor performance under the terms of the agreements and to gather data for renegotiation of those agreements. Very heavy use of one particular source, for example, may indicate the need for "load-leveling" to transfer part of the workload to another source which can provide equivalent services.

This model also has collection development implications. If specific subject areas or kinds of materials are very frequently used, system reference funds might be used to build up in-System resources and consequently reduce the referral traffic. If, for example, there is a high use of a particular subscription service, the cost of subscribing and housing that service must be weighed against the cost of the referral agreement. This consideration reinforces the perception that this service delivery model is fluid; use and resources need to be regularly reviewed and services changed as needed.

User follow-up is also essential, both to determine how many transactions are actually completed -- when the user was referred, did he actually use the source? -- and to get feedback on the quality of service provided.

Delivery Methods: There are three ways in which this model could be organized. Common to all three is direct referral from the community library outlet to the most appropriate source for answering the question. "Most appropriate source" includes non-library information providers. This model requires intensive, ongoing training for the staff at all 50 outlets; local availability of detailed information; access tools; and an updating program to keep such tools current.

Because complete coverage of all subject fields and in all areas would require funding beyond reasonable expectations, this model assumes one service restriction - that direct referral is made to a selection of resources limited in some way, such as geographically or by subject.

MODEL 1: SERVICE DELIVERY OPTION A: SYSTEM-LEVEL CENTER ONLY

Staffing and resources would vary, depending on the level of service required by the performance objectives. The low range for staffing would be 1.0 senior librarian, 1.0 librarian information specialist, and 1.0 typist/clerk. This staff would do training, locate and update information for files, and produce access tools.

More in-depth service including development of community information files would add another professional, 2.0 support staff, and equipment costs, such as private file hardware. Costs for an online storage and retrieval system could run around $7,500 in start-up hardware costs. Printing and distribution costs, as well as communication costs, are variables.

Physical location would be a deciding factor in resource costs. Maintaining a central collection of question-answering aids and reference materials could cost from $5,000 a year up. Putting the back-up service at a university library would probably be less expensive; the needed duplicate titles for at-desk use and overhead charges would be more than off-set by savings in materials purchases.

Predicted performance of this option as measured against the service specifications:

Largest percentage of questions answered: Even without the additional capabilities of a tertiary resource, the percentage of questions answered would be at least the 85% answered in-system under the previous operation. Location of the center at a university library could increase the percentage of questions answered somewhat. However, the greatest increases in overall service would be yielded by widespread distribution of reliable access tools to member libraries so they could refer questions themselves.

Minimal response time: Controllable.

Quality: After initial contact with the "best source", no resources would be provided for answering questions beyond SLS libraries' capabilities, unless the back-up service develops its own specialized files or uses university library facilities or a tertiary resource as the back-up service.

Reasonable cost: Depending on the variables, such as the frequency and scope of training provided to local library public services staffs, the cost could

range from about the same as the former System Center costs to several times as high. The single biggest cost factor, apart from staff, would be equipment costs if private file capabilities are used.

MODEL 1: SERVICE DELIVERY OPTION B:

SYSTEM-LEVEL CENTER PLUS SPECIALIZED SEARCH SERVICE

This option adds the capability of contracting for question-answering on a per/question basis for commercial online search services or access to other data base service providers. If a question could best be answered using a MEDLINE search, for example, that question would be sent to a commercial or non-profit service specializing in such searches.

Predicted performance of this option as measured against the reference service specifications:

Minimal response time: Response time would depend on whether or not document delivery is included as part of the contract package. If, for example, the requesting library has to rely on interlibrary loan to get the articles cited in commercially prepared print-outs, response time can be fairly slow.

Quality: Adds the capability of providing answers to technical, specialized, and non-traditional questions.

Reasonable cost: Using search services on a contract basis is much more economical than installing online data base services in-house and maintaining staff training when these resources are not used intensively. Commercial per-question search costs run in the neighborhood of $25 per hour and up, plus online charges, which are generally about $60 an hour. Sources of information on commercial search services are in the bibliography.[12]

MODEL 1: SERVICE DELIVERY OPTION C:

SYSTEM-LEVEL CENTER PLUS TERTIARY RESOURCE

This adds the capability of referring a large volume of requests, to a

third-level resource, such as SCAN or a commerical information service. The contract can be at a set fee or on a per-question basis.

Predicted performance of this option measured against the reference service specifications:

Largest percentage of questions answered: Performance in this area should be good because of the depth of resources available at the tertiary level.

Minimal response time: If "best source" is tried first and proves unsatisfactory, response time would be stretched out by referring first to back-up service and then on to tertiary source.

Quality: Tertiary level resources and staff expertise should produce a high percentage of quality responses.

Cost: Overall cost would be higher than that of the System Center alone because of the higher volume of questions handled and the need to add another training component to the baseline model. Question-answering costs would be similar to those for option B.

MODEL 2: SYSTEM-LEVEL BACK-UP

Services: Questions and/or users would be referred to a service which either provides answers or identifies additional referral sources; requests the service can't answer are switched to tertiary resources.

Delivery methods: There are at least three ways to organize for this package.

MODEL 2: SERVICE DELIVERY OPTION A: CENTRALIZED SERVICE

This option calls for a back-up question-answering and referral service located at one of the major public libraries within Santiago or at a university library. This differs from Model 1 because it does not provide for direct switching to the best source directly from the community library outlet. Users whose requests not answered in-house at the local level are referred to

the back-up center and/or their questions are forwarded by the library. The service, in turn, sends all the requests it can't answer from its resources on to a tertiary resource.

Staffing could be from a half-time to 1.0 full-time librarian handling resource identification for referral requests, and 1.0 senior professional and 1.0 typist/clerk handling question-answering. In-depth service would require at least one more librarian information specialist.

Supplementary reference materials would be needed by center staff ranging from duplicates for at-desk use, up to major investment in specialized reference tools, such as the 10K reports on companies. Communication costs would be another cost variable.

Predicted performance of this option as measured against the reference service specifications:

Largest percentage of questions answered: Results would probably be similar to those of the System-Level Center. If the back up center were located at a university library, the percentage answered before referring on to a tertiary level should be considerable higher.

Minimal response time: Transmission and handling times in-system can be controlled, but it would be reasonable to expect them to be significantly slower than in Model I. Response times on requests referred beyond the SLS would be variable.

Quality: Location at a university library should provide in-depth material. As with any question answering service however, staff expertise and training will be a continual factor in the determination of service quality. Also, as this option does not actively support referral of patron to non-library information sources, it is less likely than Model 1 to meet potential user needs.

Cost: Variable; could be approximately the same as for the System Center, plus any overhead charges for using the university space.

MODEL 2: SERVICE DELIVERY OPTION B: DISTRIBUTED

This would differ from Option A. by locating the back-up service in more than one library. Libraries with significant subject and/or staffing strengths would be designated back-up providers for requests in those subject fields, with a generalized back-up center handling all the others. System staff, 1.0 professional with clerical support, would be stationed at the resource library. Center staff would be required to train public services staff at the local outlets and to produce and maintain training and access materials.

Predicted performance of this option as measured against the reference service specifications would be the same as in Option A, except for costs.

Costs: Additional staffing costs, both for resource library staff and for on-going training programs for outlet staffs. Communications costs are a variable, but would probably be significantly higher than for option A.

MODEL 2: SERVICE DELIVERY OPTION C: MULTI-SYSTEM CONSOLIDATION

A single reference center serving two or more library systems could provide significant economies of scale. One center, located at a major in-depth collection, would eliminate unnecessary duplication of resources. A larger volume of requests generally allows more efficient allocation of staff time, through procedures such as the Bay Area Reference Center's "triage" system,[13] where the least time-consuming questions are handled first, and through subject-specialization, which builds up staff expertise. Amortizing resource costs -- especially resource file development, online reference data base subscription costs and charges, and publication of access tools -- over a larger user-base also provides economies.[14]

In this option, contract payments and, possibly, in-kind resources would support an organization with responsiblility for specified amounts and levels of question answering services. Training functions would also be transferred to the consolidated center staff; however, Santiago would still need to monitor and evaluate service delivery.

Location of a consolidated center would be a major factor in planning. In addition to access to major, in-depth resources, the center site should be easily reachable by the Santiago delivery system and near enough to the member libraries that center staff could easily travel to the local library outlets for training sessions. The same factor would apply in training programs bringing member library staff to the center for training. The Metropolitan Cooperative Library System's Reference Center, now located at the Los Angeles Public Library, is an obvious possibility. A consolidated center serving more than two library systems could also be considered, bearing in mind the geographical considerations.

Predicted performance of this option as measured against the reference service specifications:

Largest percentage of questions answered: Larger range of resources should increase the percentage of questions answered.

Minimal response time: Questions would go into the queue with those from other system's libraries. A consolidated center not under the Santiago Library System's sole jurisdiction might not be as directly responsive to the member libraries' requirements as one with member libraries as its sole clientele. Both factors could cause slower response times, but response time could be controlled by performance standards written into the agreement for service and monitored by SLS.

Quality: Access to in-depth collections, resource files and staff expertise should ensure high-quality reference work.

Cost: Staffing costs for question-answering and resource costs could be less, but a commitment in Santiago staff would still be required for service monitoring and evaluation. Joint governance, administrative and overhead costs are variables.

MODEL 3: OUT-OF-SYSTEM REFERENCE BACK-UP

Services: Community library staff sends all questions that can't be answered in-house directly to a resource beyond the Santiago System, which provides question-answering and switching services. No in-system back-up services are provided.

Delivery Methods: There are two ways of organizing service delivery for this package of services.

MODEL 3: SERVICE DELIVERY OPTION A: TERTIARY RESOURCE

The only SLS staffing needed for implementation of this model is for record-keeping and administrative functions, for carrying out evaluations and for providing training programs for public services staff at the local outlets. It would take 0.5 to 1.0 professional with clerical support for these functions. Question-answering would be done by the tertiary resource, e.g. SCAN, working under contract with a guaranteed minimum volume, plus an increment per question for additional workloads. At present, the Santiago System contract with SCAN calls for a flat fee of $4,500 per month, with a threshold of 75 questions; more questions can be sent and there is no stated upward limit. In this contract, the fee stays the same regardless of volume; an alternative fee scale is a lower threshold, or minimum volume, plus incremental payments for any overage.

Predicted performance as measured against the service specifications:

Largest percentage of questions answered: Based on information on SCAN's fill rates, this percentage should be high.

Minimal response time: This is dependent on the priorities of the tertiary resource; performance criteria should be written into the contract and closely monitored.

Table 3b

SUMMARY OF SERVICE MODELS AND DELIVERY OPTIONS

MODELS:	DELIVERY OPTIONS:
I. Direct Referral With System-level Back-up Local outlet refers questions or users directly to best source; central back-up service handles questions that can't be referred directly. System Staff Functions: 1. Train local staff 2. Produce access tools/directories. 3. Answer questions/identify sources not identifiable at local level.	A. System-level Center: provides back-up, training, and access tools/directories. B. Same as A plus using commercial services on a question-by-question basis. C. Same as A plus referral to SCAN or commercial service on contract.
II. System-level Back-up Service Local outlet refers questions or users to central service, which answers, identifies referral source, or sends on to tertiary resource. System Staff Functions: Baseline: 1. Answer questions. 2. Identify referral sources. 3. Switch questions to tertiary source. Variable: 4. Train local staff.	A. Centralized: Back-up center at major System library or university library. B. Distributed: Back-up centers located in libraries with subject specialization. C. Consolidated: Reference center shared by two or more Systems.
III. Out-of-System Back-up Services Local outlet refers questions or users directly to source beyond the System area. System Staff Functions: 1. Administration and record-keeping. 2. Evaluation.	A. Tertiary resource, such as SCAN. B. Commercial source/information broker.

Table 3c: SERVICE MODELS MEASURED AGAINST SPECIFICATIONS

Models:	Largest %	Response time	Quality	Cost
I. Direct Referral With System-Level Back-up				
A. System-level center:	85%?	Controllable	No resources for technical, specialized questions	About the same as former System Center
B. With specialized search:	More than I.A.	Fast, if document delivery included	Resources for technical, specialized	Higher than I. A.
C. With contract service:	High	Longer?	In-depth coll., expertise = high quality	Higher than I. A.
II. System-level Back-up				
A. Centralized:	85%?	Controllable in-system only	University location = high quality	Same as System Center or higher
B. Distributed:	85%?	Controllable in-system only		More staff= Higher staff cost than II.A.
C. Consolidated:	High	Longer?	In-depth coll., expertise = high quality	About the same as System Center
III. Out-of-System Back-up				
A. Tertiary:	High	Performance criteria in contract	High quality	Variable, depending on training
B. Commercial	Very High	Fast	High, dependent on System input	Variable

Quality: Access to in-depth collections, online reference data bases and other specialized information files, and staff expertise should provide high-quality reference service.

Cost: This is dependent on the amount of staff required for training; contract costs might be in the range of $60 per question or higher. Communications costs are also a variable.

MODEL 3: SERVICE DELIVERY OPTION B: COMMERCIAL SERVICE

Information brokers can provide question-answering on a contract basis. Some of the larger firms have staff based at major research libraries who can answer questions as well as locate specific items. Commercial services also have a wide range of online data bases and staff expertise in using them. Charges of course include a profit for the firm, but costs, such as online subscriptions, staff training, and user fees for access to major libraries are amortized. The contract for such services should specify guaranteed minimum volumes, plus an incremental fee on a per-question basis for additional workloads handled, as well as specific stated performance standards and Santiago System performance evaluation guidelines. Fees would have to be negotiated. A recent contract negotiated between a library system and an information broker was based on a flat fee for a fixed number of questions, working out to $30 per question handled; the firm estimates it would need to charge $60 for future transactions.[15]

As in the previous option, training for staff at community outlets would be an SLS responsibility, as would administration, record-keeping, and evaluation.

Predicted performance as measured against the service specifications:

Largest percentage of questions answered: Because of access to different resources, should be very high.

Minimal response time: Commercial services sell speed as well as document delivery, which could be expected to carry over into reference work; performance

standards should be spelled out in the contract.

Quality: Access to major collections, online reference data bases, specialized information files, and staff expertise should provide high quality service.

A commercial firm's distance from direct public library services, however, might lead to problems of interpretation. Each request should include instructions specifying the kind and level of information and/or materials needed.

Cost: Costs for this model might be somewhat higher than that of the System Center, based on the assumption that additional training would be needed for the staff at local libraries. Overall service quality should also be higher. Costs for handling the same volume as the System Reference Center handled at $60 per question, plus one full-time professional with clerical support to handle evaluation and training would put the total cost in the neighborhood of $98,000.

INFORMATION AND REFERRAL SERVICES AS PART THE SYSTEM REFERENCE PROGRAM

Information and Referral can be provided in varying degrees of staff interaction, ranging from a comparatively passive role as question answerer using published directories of services, to engaging in outreach and advocacy activities.

Basic to all I & R programs is information about community or human services operating in the service area. This requires development of a data bank, whether in manual files, or through word processing equipment with some level of search capability, or through an interactive online system. Costs depend on the medium, but all question answering or referrals based on community information require data banks in which the information is current.[16] The various services levels assume that the data bank is updated, and that the data is accurate and reliable.

Information on available services is packaged in the chosen medium and distributed to be used at the community library outlet as a referral tool. Training for library staff in using the tool is critical. On-site training should be conducted for the member libraries regularly. Additional training could include joint sessions with human services agency personnel, and visits to major agencies.

Service capability can be enhanced when the staff at community library outlets or other is able to query the data base directly and get immediate feedback from users and service providers. This enables evaluation of both the service provided and the quality of information in the data bank.

An even greater level of service is provided if the staff contacts and consults with the agency staff on the client's behalf and mediates as necessary. Active follow-up programs on a case-by-case basis give detailed information on the quality and availability of services.

The highest level of service is advocacy. This may include transporting the client to the agency and walking him/her through the process. Although requests would not require this level of interaction, this one-to-one service would be provided when appropriate.

CURRENT LEVEL OF I&R SERVICE

There is presently no comprehensive Information and Referral service in operation in Orange County. The County Department of Social Services closed its generic I & R program in the fall of 1981, viewing it as low priority. United Way has not organized generic Information and Referral service for the area, although it will provide information to the public if necessary.

There are a few specialized I & R services currently operating. The County Department of Social Services retained both Senior I & R and Child Protective Services I & R (Child Abuse). The Childrens' Home Society in Orange County provides information on adoptions, child care, and general children's services.

I&R IMPLICATIONS

In the CLSA context, I & R Services could be extended as part of the System Reference Program. Moreover, the more proactive practices sometimes followed by I & R providers, such as mediation, outreach and advocacy may have applicability to "traditional" reference services. Obviously, each enhancement in the level of service has cost implications.

I & R services which include an outreach or public relations program makes potential users aware of services. Regular ongoing contact with organizations working with targeted groups, and interaction with those groups to seek out and define needs of the non-library-using part of the population are additional activities.

KEY ISSUES/PROBLEM AREAS

1. The California Library Services Act requires participating library systems to provide reference services to their underserved population on a fair and equitable basis (Education Code Section 18471 (b). CLSA defines underserved as "any population segment with exceptional service needs not adequately met by traditional library service patterns; including, but not limited to: those persons who are geographically isolated, economically disadvantaged, functionally illiterate, of non-English-speaking or limited-English-speaking ability, shut-in, institutionalized, or handicapped", (Education Code Section 18710 (s).

   To remain eligible for CLSA Reference funding, the Santiago Library System must determine how best to provide these groups with appropriate reference services. This may include developing strategies for linking potential users with the library in the first place. Statistics and evaluations of existing resources and service programs yield information about the relative success of service delivery to current library users. Community analysis and information needs assessment add information about those in the community who are not being reached. Both kinds of information will be needed for reference service goal-setting.

2. Regardless of the service model adopted, cooperative reference services can be provided with varying degrees of staff/user interaction, ranging from a comparatively passive role as a collections and information provider, through published directories and specialized training, up through outreach and advocacy activities. This last, most interactive kind of service could include such activities as staff going with users to the service provider, accompanying them through the process, and intervening in it on their behalf. The performance objectives set by the system will define the

level of interaction the program aims at as well as the amount of service to be delivered.

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4. Cooperative Lending

This Section explores the ways in which the system might assist its members in filling loan requests by sharing materials with other libraries and with residents of other jurisdictions. Such sharing of materials generally occurs in two ways: (1) the lending of a library's materials to another library for use by the borrowing library's user (referred to as interlibrary loan or ILL throughout this study); and, (2) the lending of a library's materials directly to a resident of another library's jurisdiction (referred to as direct loan throughout this study). Verification, protocols and procedures, locations for holdings not available on line, etc. were to be examined.

This discussion assumes that circulation is primarily a local library responsibility. The California Library Services Act (CLSA) only requires that participating libraries honor certain limited types of ILL and direct loan (across-the-counter) requests, and provides funds to reimburse loaning libraries for handling costs incurred in successfully filling an interlibrary or direct loan transaction. Beyond its own regulations, the CLSA requires no uniformity of loan policies, training procedures or fine schedules and the degree of a system's involvement in assisting its members in the provision of uniform cooperative loan services is a matter left to the System Administrative Council to decide.

Since CLSA provides no funds for carrying out system level lending activities (with the exception of funding for system communication and delivery functions which contribute substantially to successful cooperative loan service), the Council must also secure funds for any loan "support" activities planned or carried out at the system level. Possible sources for

such funds include membership fees, pooled CLSA reimbursements, and in-kind contributions of staff time.

Though the CLSA programs are a key factor in the determination of co-operative lending services, this discussion is not limited to the provision of CLSA-eligible loan transactions. While it is assumed that the Santiago member libraries will wish to take advantage of the benefits of CLSA participation, it is also assumed that they will wish to maximize access to the collections of all area libraries, including those not members of the system.

The study team made an early decision to use existing data rather than attempt to conduct an ILL survey to pin down hit and fill rates, turnaround times, passes per fill, etc. The time allotted to this study was too short to permit the design of new data collection instruments, selection of a suitable sampling period, and collection and analysis of such data. It was also felt that with the recent changes in Santiago's ILL system the data collected might not yield a valid view of the normal ILL patterns. Thus statistics and other information were taken from:

- California Library Statistics and Directory 1982 (preprint tables)
- CLSA ILL sample period, 1st quarter, FY 1981/82
- CATALIST evaluation general survey returns, fall 1981
- SLA/LOCNET Interlibrary Loan & Interlibrary Reference Policy and Procedure Manual, May 1978.

CURRENT LEVEL OF SERVICE

In terms of collection size (by title), SLS is a relatively homogenous system. For interlibrary loan, the system as a whole is a net borrower (i.e. the system borrows more items than it lends) from other neighboring library systems. By library, five are net borrowers, five net lenders. Total ILL activity of Santiago members is quite low when compared with their total circulation, approximately .2%.

In direct loan (Equal Access Universal Borrowing) activity, the system as a whole is a net borrower. Approximately 45,000 (projected on basis of second quarter 1981/82 sampling) items per year are borrowed directly from public libraries outside the system. Direct loan activity constitutes approximately 8.6% of total system circulation. (See chart 4a Cooperative Lending.)

Cooperative lending in the Santiago Library System is facilitated by the use of a variety of intra and extra system finding tools. The four members of the Anaheim Consortium share location information by means of a shared automated circulation system with a common database; five of the system's members have online access to OCLC's nationwide database; the Orange County Library Book Catalog is available to many system members; all system members have the Statewide Database microfiche finding list, CATALIST; and a system "round robin" locator service is in effect. In addition some members use NUC and all members refer certain requests to the State Library for search in the California Union Catalog.

Prior to the occasion for this study Santiago operated a centralized System Interlibrary Loan (ILL) service. Verification, location-finding, and routing were handled, for the most part, from a single centralized facility. The center processed approximately 13,000 SLS/LOCNET initiated requests annually, with an additional 6,000 requests going direct from system members to lending libraries both within and without the LOCNET region. Approximately 3,000 requests from non-SLS/LOCNET libraries were received annually for a total of about 22,000 requests. Available statistics indicate that SLS/LOCNET succeeded in filling between 90 and 95% of requests received overall and that approximately 75% of the SLS/LOCNET participating libraries' requests were filled from SLS/LOCNET collections. Since the departure of most of the System staff, member libraries have necessarily implemented decentralized

ILL service.

Statistics on which to base a comparison of the two service delivery methods are as yet unavailable. Based on a comparison of the relative volume of direct loan versus ILL activity in the system (an estimated 1,036,000 versus 15,000) it would appear that, from a service viewpoint, the decentralized model, which places verification and location finding tools as close to the end user as possible (thus facilitating direct loans), better serves the current pattern of SLS' residents' use. Naturally considerations of the cost of providing finding tools at service points, intra and extra system communications costs, and training and level of staff, affect decisions on what functions and activities are best done at a central location and what are best performed at the separate member libraries. The System Administrative Council will need to weigh these considerations against the service implications and the member libraries' individual willingness to support local and centralized cooperative lending service in preparing a plan and budget.

The relatively homogenous nature (in terms of collection size, coupled with the compact geographical size and a well developed transportation system) of Orange County implies that SLS is well suited to benefit from many types of cooperative library services, including interlibrary loans, direct loan to county patrons irrespective of jurisdictional residence, and cooperative collection development. The present relatively low level of interlibrary loan (.2% of total circulation; 2.3% of Direct Loan) activity may be accounted for in a number of ways, including:

- excellence of local collections reduces the need for users to request needed materials from other sources
- lack of user awareness of accessibility of collections other than the local library's
- user preference for using direct loan rather than ILL, especially with time delays inherent in most ILL systems

Given the over 1,000,000 estimated direct loans it seems likely that Santiago's excellent surface transportation facilities and compact geographical area have established direct loan as an important aspect of library service in the area.

SERVICE SPECIFICATIONS

It is assumed that the general lending goal of the Santiago Library System is to provide all residents of its member libraries' jurisdictions with the opportunity to obtain needed materials and informational services, by facilitating access to the resources of all libraries within the system area and beyond if necessary. The following service specifications speak to this goal:

1. The user must be aware of interlibrary and direct loan services as an easily-used process to access resources beyond those available in the local community collection. This means that the service must be "proactive" in order to reach the client who doesn't find what he/she wants on the shelf. It must also serve the more sophisticated user who is already aware of cooperative loan options. Once the user is made aware of cooperative loan services, he/she must be able to use them in the least complicated and time-consuming manner possible.
2. Santiago Library System has identified equitable service for all users as its policy. This means that all users must receive the same level of access to cooperative loan services at whatever service point they enter the process.

3. Users of cooperative loan services must receive requested material in a format, language, and time period that is useful to them.

PERFORMANCE OBJECTIVES

The level of service achieved can be determined by:

1. desk staff recommends direct loan from a neighboring jurisdiction or interlibrary loan for ___% of requests for materials not in the library collection.
2. ___% of requests for interlibrary loan during ___(time) are user-initiated. It should be noted that the overall loan statistics yielded by such measures are subject to too many variables to be a precise measurement tool, but they are useful as guideposts, for purposes such as comparing before-and-after figures on use when a public relations program is conducted.

Data for these performance objectives can be gathered by:

- Periodic sampling: staff records the total number of inquiries about items not in the collection, in how many of these the user asked for help in procuring the loan elsewhere, and in how many the staff offered direct loan or interlibrary loan service. This method is most useful for reminding local staff of the cooperative loan option. It is not as reliable as a data gathering tool. It can be used to determine the percentage of user-initiated transactions. Since the recording process itself, however, serves to remind staff to offer the cooperative service, this kind of sample loan tends to produce an atypical result.
- Unobtrusive testing: in this process, a sample of existing, verified titles known not to be in the local library collection is requested at the service desk and staff responses are recorded. This is much

the more reliable testing method, since staff are responding as they would at any time.

3. ___% of participating libraries meet the performance objectives established for usability and timeliness in ___% of transactions handled.
4. Material supplied to the user is usable in terms of quality of reproduction, language of text, and timeliness of receipt for ___% of cooperative loan requests.
5. Material is supplied to the user within ___days for ___% of ILL requests, and available within ___(time period) for ___% of direct loan referred.

   From the two preceding measures another, more controversial measure may be inferred:

6. Material satisfactory to the user in terms of format, timeliness of receipt, and language is supplied from resources <u>within the system</u> for ___% of cooperative loan requests.

   This last measure is controversial in the sense that the contention that filling an ILL from a source in the same geographic area as the requesting library is better than utilizing a more distant source has never been rigorously tested. With access to nationwide location information through online utilities such as RLIN and OCLC this traditional view is becoming more doubtful. Nonetheless powerful arguments can be made in favor of borrowing from local sources whenever possible including: (1) Timeliness - delivery of material to the patron is likely to be quicker, especially if delivery systems dedicated to library use are available; and (2) control - there is less likelihood that lending services will be discontinued or subject

to unexpected fees if local sources are used (negotiations for reciprocal borrowing agreements, fee schedules, etc. can be handled face to face).

Evaluation of the effectiveness of various service delivery methods in meeting these performance objectives might include:

- measurement of average turnaround time for each delivery option offered, and comparison of those findings to average client deadlines
- comparison of number of times clients' parameters are met vs. how many times they are not met, and analysis of factors contributing to failure
- follow-up with selected clients (sampling basis) for feedback on how well their needs were met and how service could be improved.
- unobtrusive testing of desk staff's response to requests for service.

It should be noted that turnaround time is among the easiest of ILL statistics to collect, although decisions on how to treat non-fills and reserves can materially affect the results. Care must be taken to insure that uniform procedures are followed for collection of data in these categories.

User satisfaction is best determined by means of periodic sampling at the delivery point. It need not consume an excessive amount of staff time. In-system fill rates and turnaround times may be obtained by examination and tallying of ILL and circulation back files or by sampling.

ALTERNATIVE SERVICE DELIVERY METHODS

These service delivery methods reflect the assumption that philosophically and practically, loan service is primarily a local responsibility. System assistance necessarily piggybacks on local effort. One additional assumption underlying the following service delivery methods is that lending will function most effectively if nearby resources are used first.

Techniques for strengthening system members' lending capabilities include:

1. Improve access to member libraries' collections. This can be accomplished by development of a distributable system union catalog, linking or sharing of automated circulation systems, the use of a single bibliographic utility by all member libraries (either with shared or separate files) and/or the development and distribution of directories to resources both within and outside the system.
2. Cooperate in collection development. This can contribute to Santiago's ability to fill user requests within the system. Efforts in this direction may range from last copy retention policies to specialized subject collection development.

   ADVANTAGES/DISADVANTAGES:

   This approach would assure reduced dependency on external sources which may dry up or impose fees if overburdened. It would also allow for reduced cost and turnaround time through utilization of system communications and delivery services, which could be translated into increased user satisfaction. However, there is the danger of having the lending burden fall on one or two member libraries, which might increase use of ILL beyond member libraries' ability to pay. Also, in spite of the established practice of resource sharing, a heavily impacted library could still be open to the criticism that materials purchased with tax revenues from a member jurisdiction are being used by residents of other jurisdictions.
3. Develop uniform policies and procedures for cooperative loan services, package them for use at local library service points, and train staff to interpret these policies and procedures to library users. A carefully developed program will reduce confusion/frustration to patrons in system service area.

These uniform policies should then be packaged and available to staff and users at all public service desks. Uniform policies should cover all variables in cooperative loan services:

- scope of service: materials loaned and not loaned, by format, such as sheet music and microforms; by physical condition, such as bound newspapers and fragile materials; by intended use, such as restrictions on the number of loans to one borrower.
- photocopying in lieu of loan: what kind, how much.
- loan conditions: loan periods, renewals
- fees and charges: overdues, charges by out-of-system lenders, reserve charges, pricing policies for lost or damaged materials and related technical services costs, and pricing policies for replacing out of print materials.
- procedures: verification requirements, desired request and response format and protocols, communications and delivery methods.

Establishing uniform policies will require consultation and agreement among all system members. Because policies must be clearly understandable to all staff members and users, staff participation in the actual policy development process would be very useful. Coordinating the policy process and overseeing procedures documentation can best be achieved by a relatively small working group, either representatives of library directors or a task force/standing committee reporting directly to the System Council. The group should be structured so that it can be reconvened at regular intervals to evaluate the policies and procedures in the light of changed conditions and new technologies.

4. Increase client awareness by displaying promotional materials where potential users are. A supply of brochures or flyers which describe the cooperative loan services which are available, note locations of libraries offering direct loans, and have a tear-off form that can be used for interlibrary loan requests could be put in library stacks, public reading areas, community center, laundromats, bus terminals, etc. These reminders will help reach those users who don't otherwise come to the desk to ask for a loan.
5. Train all public service staff at least annually in both system use and in client negotiation techniques. Training could include on-site visits to major lenders in the area and role-playing in negotiation techniques as well as walk-throughs on cooperative loan procedures. The MCLS system has used this approach with member library circulation staff with great success.

   The system would be responsible for training and for preparing and updating written materials. Both training programs and written how-to materials should be evaluated on a regular basis, with the local library desk staff actively participating in planning programs.

ADVANTAGES/DISADVANTAGES:

Staff training and promotional materials to reach users are essential if cooperative lending is to be a proactive and vital part of system service. However, this kind of training and public relations commitment will require staff time at all levels. Additionally, although public information is important, good public relations materials cost money, which must be balanced against other system needs.

6. Negotiate loan delivery options with the user. One of the keys to meeting performance objectives for cooperative lending is clearly determining what will be most useful to the client. Since there are a number of variables (direct loan or ILL turnaround time, format of material, cost of service) it is often advisable to negotiate with the client to determine his/her priorities and to identify what service trade-offs he/she is willing to make.

ADVANTAGES/DISADVANTAGES:

Client is able to set his/her own priorities for service. For example, if getting the British edition of a title, no matter how long it takes, is more important than getting any other edition within the system's "standard" service deadline of (for example) three weeks, he/she will have the opportunity to say so. By negotiating such a "performance contract" with the client, expectations are clear on both sides from the outset and disappointments are minimized. However, since this is not a routine procedure for many libraries, there would be additional effort required to establish procedures, train staff, and evaluate this approach.

ALTERNATIVES FOR ILL ACTIVITY

A distinction should be drawn between the alternative service delivery models discussed below and the methods and tools used to deliver actual service. The availability and cost of methods and tools are vital factors in determining the service delivery model employed - this in times when the only practical method of rapidly obtaining holdings information was by means of union card catalogs the centralized model was favored. With the increasing availability of low-cost access to holdings information through CDB union catalogs and online bibliographic databases the decentralized model is

becoming the more cost-effective choice. While the alternative models discussed below are relatively "pure" types, it should be noted that no ILL system is likely to be wholly centralized or decentralized and that decisions on what services, functions, and tools are to be provided centrally and which are best assigned to local service points can frequently be made discrete (i.e. rarely used or very expensive finding tools may be shared at a central location even though the majority of the ILL functions and services are decentralized) and the "mix" of centralized and decentralized activity can be expected to change over time.

The LOCNET center provided one model of a centralized ILL center. The two variations shown below provide models that can operate within the service specifications. However, a centralized ILL center will be subject to the following conditions:

- CLSA/LSCA funds may not be used to support centralized services
- a center may expect to handle only a portion of all ILL transactions generated in SLS
- a center will be of significant benefit to less than half of the SLS members (due to the in-library access to OCLC, shared databases, and finding lists such as union catalogs and CATALIST).

There is a question of diminishing returns for items not immediately verified and located at a member library. This question also arises for out-of-system locations vs. in-system locations. Data on these are not available for the study, although there is an indication that less than 15% of all requests are to libraries outside SLS. Therefore, the cost of developing and maintaining a centralized center, as compared to the marginal increase necessary to improve individual efforts at the local level, would appear to be disproportionate to the expected benefit.

A related question is the "borrow vs. buy" decision. Currently, SLS libraries do not have a method of identifying when multiple requests for a single title should be a trigger for an automatic buy decision. To make this decision, an ongoing analysis of multiple requests for a single title is necessary; also multiple requests in a given subject area are an indication of possible weakness in the individual library's collection that may require a re-evaluation of collection development procedures.

"Borrow vs. buy" is also a factor in deciding to buy an inexpensive title rather than go through the relatively expensive ILL process. This is especially true of popular materials in paperback that can be expected to receive multiple use in direct loan.

ALTERNATIVE #1: FULL-SERVICE CENTRALIZED CENTER

The center will accept ILL requests from all libraries in the SLS geographic area. The center will provide verification, location, and transmission of the request to the lending library by use of a utility (such as OCLC), electronic mail, TWX, or ALA Form. The center can be expected to be structured and perform in a similar manner to the prior LOCNET ILL center.

Staffing and resources would be similar to the LOCNET ILL center with the additional requirement of access to a bibliograph utility such as OCLC and/or RLIN. The high range for staffing would include 1.0 librarian, 1.0 TCII, 1.0 TCI. Annual salaries, benefits, operating expenses, and equipment could approach $70,000.* However, also, limiting the services to verification and/or location information only, staffing could be reduced to 1.0 TCII, with matching reductions in costs.

* Based on 81/82 SLS budget estimates

ADVANTAGES/DISADVANTAGES

There are at least two major advantages to this approach. SLS member libraries without access to a utility, such as OCLC, could provide a single request transmission to the center for both in-system and out-system requests. Also, non-public libraries within the SLS geographic area would have a single source to send their ILL requests. The experience of other networks in California is that support of centralized services falls primarily on public library members.

However, based on an average 15,000 ILL fills in SLS member libraries, a centralized center would cost approximately double the expected CLSA ILL reimbursement return available to SLS member libraries. Moreover, since the center would be of significant value to only a portion of SLS member libraries, a heavy funding burden could fall on a limited number of libraries (if support were based on a per transaction formula).

Since over 85% of SLS ILL requests are filled inside the system*, the marginal cost of supporting a centralized center is relatively high in comparison with other alternatives.

ALTERNATIVE #2: DECENTRALIZED ILL SERVICE

Each library will verify, locate, and transmit its own ILL requests through the use of in-house resources, such as OCLC, CULP, CUC, CATALIST, shared database, union catalogs, etc. Libraries without in-house access to one or more of these resources may choose to contract, on a per transaction basis, with one or more other libraries for verification/location services and/or transmission of requests through OCLC.

There would be no system level responsibility for this alternative. SLS libraries would make individual cooperative arrangements to facilitate access to resources at other SLS libraries (i.e., the five SLS libraries without OCLC arranging for access with one or more of the five with that utility).

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* Complete transaction data not available.

ADVANTAGES/DISADVANTAGES

Under this approach, the expense of establishing and maintaining a centralized services can be avoided, however, non-public library network members will have less access to public library collections (since there will be no central switching location). Per transaction formula costing will avoid added-on overhead to individual requests, and a fill rate at or near the previous (LOCNET) level should be possible at a greatly reduced cost.

It should be noted that decisions on what cooperative lending services are to be provided centrally and what services are best provided at the local libraries should be reviewed by the Administrative Council as member library capabilities, library technology, and access tools and systems change. Examples of recent developments that the Council may wish to investigate include the possibility of providing dial-up access to Orange County's recently acquired Dataphase automated circulation system and OCLC's recent announcement of their intention to provide non-cataloging services to partial users. Both of these developments and the current technological trend towards greater distribution of data processing and communication capability would seem to favor the more decentralized model for providing cooperative lending services. However, it is conceivable that unforeseen technological developments or changes in the economics of providing access, communications, and delivery of information could swing the balance in favor of centralized service. Both the member libraries and the Santiago System Council should remain alert to new opportunities for providing enhanced levels of cooperative lending services and for reducing the overall cost of lending service provision.

Table 4a
Cooperative Lending - Santiago Library System

System Member	Circulation[1]	Collection[1] (Titles)	ILL's 80/81[1]		Projected[2] CLSA ILL's	Projected 81/82[2] Reimbursements	Direct Loans[3]	
			Borrowed	Lent			Borrowed	Lent
Anaheim	1,005,785	168,755	1,280	1,389	1,192	$3,230.32	187,278	91,520
Buena Park	298,620	104,567	131	606	3,012	$8,162.52	23,556	101,270
Fullerton	873,246	94,964	1,314	1,191	992	$2,688.32	49,400	95,966
Huntington Beach	796,695	172,138	590	698	724	$1,962.04	69,628	117,286
Newport Beach	551,504	90,335	2,129	490	336	$ 910.56	13,936	46,956
Orange Co.	6,604,297	190,933	4,978	2,381	2,012	$5,452.52	537,576	166,192
Orange	686,458	101,561	587	628	548	$1,485.08	38,740	159,198
Placentia	184,172	68,707	2,593	2,921	3,100	$10,027.00	43,316	50,128
Santa Ana	1,064,656	201,072	937	720	576	$1,560.96	65,338	103,714
Yorba Linda	187,466	101,406	1,795	1,048	2,004	$5,430.84	22,724	104,442
TOTALS	12,252,899	1,294,438	16,334	12,072	15,096	$40,910.16	1,051,492	1,036,672

1 - Statistics reported in California Library Statistics and Directory 1982.

2 - Projected on basis of first quarter, 1981/82 sampling.

3 - Projected on basis of second quarter, 1981/82 sampling (Includes both Equal Access and Universal Borrowing).

Cooperative Lending Bibliography

California Library Statistics and Directory 1982 (preprint tables). California State Library, Sacramento, 1982.

California Library Laws 1981. California State Library, Sacramento, 1981.

SLA/LOCNET Interlibrary Loan & Interlibrary Reference Policy and Procedure Manual. Santiago Library System, Libraries of Orange County Network, May 1978.

5. Communications

Communications service between system members, as well as between the system, its members and other agencies both within and outside the system area, is a required system function. The study focused on the appropriateness/costs of the present communications system in Santiago, and considered possible avenues of improvement to be explored but, as agreed in the Memorandum of understanding, did not explore those alternatives in depth.

CLSA requirements for the system-level communications element are contained in Educ. Code Section 18745: "Each Cooperative Library System shall annually apply to the state board for funds for intrasystem communications and delivery. Proposals shall be based upon the most cost-effective methods of exchanging materials and information among the member libraries."

The Statewide Communications and Delivery component of the Act, Educ. Code Section 18766, has never been funded. Technically, this is the CLSA component that covers communications with entities other than system member libraries, including both public libraries outside SLS and all non-public libraries.

The wording of section 18745 implies that CLSA funds may only be expended for communications between the member libraries of the system. As a matter of practical policy, and recognizing that previously existing communications budgets were "grandfathered" in during early stages of the implementation of CLSA, the State Library has not made an effort to limit the expenditure of CLSA Communications funds in strict accordance with this interpretation of the law. This could well change in the future, however. This study assumes that the first priority for use of CLSA Communications funds must be for the design and operation of a communications system which meets the needs of system member public libraries. If an alternative service delivery method permits the design and operation of a communications system accomplishing more than this, then so much the better.

CURRENT LEVEL OF SERVICE

Member libraries were polled to discover what communications systems and equipment were in place and the amount, type, and cost of use. Because of recent changes in SLS communications equipment and system staff, no data were available on any but the first of these items (systems and equipment). This has precluded any traffic analysis or in-depth cost analysis of the current communications systems - which, given the recent changes, would probably be premature in any case.

Chart 1 shows the current communications equipment available at SLS member libraries (exclusive of telephones).

Santiago Library System is comparatively rich in communications equipment and available communications methods. The system's compact area also permits the operation of an economical delivery van service which functions as an important adjunct to the overall communications services. This same compact geographical area serves to reduce the overall cost of the system's dependence on telephone-based service (telephone, electronic mail, direct dial Keyboard Send/Receive (KSR)). In 1980/81 system communications expenditures totaled $33,452.

SERVICE SPECIFICATIONS

The following are basic specifications for cooperative communications service:

1. Users of the communications system receive information and messages in a timely manner, at the lowest possible overall cost.
2. The communications system is "user friendly" and easy to understand.
3. The communications system records data needed for analysis of its performance and effectiveness, including a fiscal "audit trail."
4. Access to messages can be controlled and privacy/confidentiality guaranteed if necessary.

CHART 1

Santiago Library System

Communication Equipment 2/82

Library	Automated Circulation System	Bibliographic Utility	ASCII CRT	KSR
Anaheim	SCI (Shared)	None	ADM-3A	Whisperwriter
Buena Park	SCI (Shared)	None	ADM-3A	Whisperwriter
Fullerton	Data Phase (Planned)	OCLC	None	Whisperwriter
Huntington Beach	CLSI	OCLC	HP2621	Whisperwriter
Newport Beach	None	OCLC	None	Whisperwriter
Orange County	Data Phase	OCLC	ADM-3A	Whisperwriter TI 820
Orange Public	None	OCLC	None	TI 820
Placentia	SCI (Shared)	None	ADM-3A	Whisperwriter
Santa Ana	None	None	None	Whisperwriter
Yorba Linda	SCI (Shared)	None	ADM-3A	Whisperwriter

5. Users can interact with one another during the message transmission process if they desire.
6. System is available for use at times convenient to users.
7. Users may select from a variety of message media and formats, to best meet their needs and the needs of the addressee.

PERFORMANCE OBJECTIVES

1. ____% of users understand ____% of system policies and procedures regarding appropriate use of various communications options by _____(date).
2. High priority intrasystem messages are received by addressees within ____(hours).
3. Routine intrasystem messages are received by addressees within ____(days).
4. Traffic volume and costs for each message system used are recorded and supplied for review and evaluation of cost-effectiveness at least every ____ months.

ALTERNATIVE SERVICE DELIVERY METHODS

1. Continue Current Mix of Communications Systems

   Santiago's current mix of system delivery van, U.S. mail, Whisperwriter dial-up terminals, ONTYME electronic mail and TWX, though still in its shakedown phase, appears well conceived and should prove cost-effective. To meet the performance objectives, written procedures and guidelines for using the communications system need to be developed and a uniform method of systematically collecting data on usage and costs needs to be developed and implemented.

ADVANTAGES/DISADVANTAGES

A good variety of communications mechanisms are in place. They will allow for fine tuning and evaluation of the tradeoffs in timeliness and cost represented by the several methods of communicating. They also should prove well able to handle total system traffic within the available budget. But as noted, little effort has been expended in collecting data on usage, costs, and effectiveness during this transitional phase, so analysis of actual performance is limited.

2. Other Communications Systems

This alternative was not examined in depth, on the assumption that, for the time being, Santiago must first track the current system's costs and effectiveness to give an adequate foundation for comparative analysis. Meanwhile, members should remain alert to possibilities for future development of the present system, such as: cable TV; dial-up access to member libraries' automated circulation systems; OCLC/RLIN ILL and message subsystems. For example, requests for proposal for automated circulation systems could include as a desirable feature electronic mail and/or dial-up access to the circulation database.

Chart 2 displays current and potential communications systems for SLS and current capability by member library.

COST FACTORS AND ESTIMATES FOR SLS COMMUNICATION SYSTEMS

Since few actual data are available on current Santiago communications traffic and costs, this discussion is based on a series of assumptions some of which may not apply to actual current conditions in the system area. Thus cost estimates should be regarded as illustrations of a methodology and as identification of the cost factors involved. As Santiago gathers data on actual usage and costs of the communications systems these estimates can be refined to provide

CHART 2

Communications Systems Options/Capabilities

Santiago Library System 2/82

Libraries	Telephone	Delivery Van	Commercial EMS *	Direct Dial Memory KSR *	Bibliographic Utilities	Linked/Shared Circulation	Micro-based EMS	Cable TV	Telefacsimile	Microwave	Central Host EMS	Satellite Relay
	Communications Options/Capabilities ✓= in place											
Anaheim	✓	✓	✓	✓	✓			✓				
Buena Park	✓	✓	✓	✓	✓			✓				
Fullerton	✓	✓	✓	✓	✓	✓						
Huntington Beach	✓	✓	✓	✓	✓	✓						
Newport Beach	✓	✓	✓	✓	✓	✓						
Orange County	✓	✓	✓	✓	✓	✓						
Orange Public	✓	✓	✓		✓							
Placentia	✓	✓	✓	✓		✓						
Santa Ana	✓	✓	✓	✓								
Yorba Linda	✓	✓	✓	✓		✓						

EMS: Electronic Mail System (e.g. ONTYME)
KSR: Keyboard Send/Receive (e.g. Whisperwriter)

a more realistic and reliable basis for planning. The primary assumptions are:

- There are no long distance telephone charges for calls between SLS member libraries.
- When possible, all necessary equipment is purchased and maintained by SLS for member library use; equipment is replaced on a four year schedule.
- Time for keyboarding a message is the same regardless of the system employed.

Assuming a traffic volume of 12,000 messages per year for each of the five communications methods presently available to Santiago members (U.S. mail, telephone, delivery van, electronic mail, and direct dial KSR), Santiago can deliver 60,000 messages annually at an estimated cost of approximately $22,000.

However, this $22,000 per year estimate is based on an "equal use" assumption that is unlikely to prove true in practice.

It should be noted that other factors than per-message incremental cost affect the decision to use a particular communications system. Among these are the desired level of privacy, the need for interaction with the addressed party, desirability of a permanent record of each message transaction, timeliness, the volume of information transmitted, and convenience. Thus the final cost-benefit of a particular mix of systems cannot be predicted on the basis of currently available data.

Additional factors affecting the validity of any cost estimates include:

- Effect on local and long distance telephone rates of the recent decision to divest AT&T of its local operating subsidiaries.
- Present fluid state of the telecommunications industry.
- Status of CLSA funding for extrasystem communications (both from the standpoint of the success of any future efforts to secure state funding

for the unfunded statewide communications component and from the standpoint of future CLSB policy decisions regarding the use of currently available funding to support purely extrasystem communications service, such as the single TWX line retained by Santiago).

For the following cost calculations, it was also assumed that:

- Average message is 300 characters in length.
- All messages are to a single addressee.
- Total message volume is 12,000 (1,000 messages/month) per system per year, totaling 60,000 messages/year.

Cost factors not included in estimates are:

- Training of staff in use of the communications system.
- Reliability (no costs are estimated for resends, lost messages, or repeated attempts to gain access to the system).
- Convenience (some systems are necessarily available to staff trained in their use at only one location within the library - no costs are estimated for delays due to temporary lack of trained staff, or reformatting of messages).
- "Hidden" costs (such things as staff time for sorting/routing messages, addressing envelopes, telephone tag, mistakes in addressing/routing, supplies, etc.).

Relative Cost Estimates

These estimates are for in-system communications only. Extrasystem communication costs were not estimated due to the lack of information on the volume of extrasystem traffic, the rapidly changing state of interlibrary communications in California, and the existence of two communication methods for which no additional charge for out of system communications applies (U.S. mail and ONTYME II electronic mail). These estimates form a basis for

comparing the costs of the various systems employed for intrasystem communication in Santiago. They are not intended to reflect actual costs or usage; data to support such an effort is currently not available. Santiago should adjust these estimates as actual data becomes available and modify assumptions to reflect actual conditions.

1. U.S. Mail

   Special Assumptions

   - All messages are First Class letters.
   - No metering equipment is purchased.

   Cost:

12,000 @ $.20 ea.	$2,400

2. Telephone

   Special Assumptions:

   - All messages are local (no long distance charges).
   - System maintains a single telephone at each member library.
   - No installation charges.
   - No calls over five minutes.

Cost:

$10/month/member library	$1,200
12,000 @ .05 ea.	600
TOTAL	$1,800

3. Delivery Van

   Special Assumptions:

   - Capacity (staff time and physical space within the van itself) exists to handle 12,000 messages annually.

   Costs:

   All are borne by the delivery van system.

4. ONTYME II Electronic Mail

Special Assumptions:

- Telephone available at each site.
- All message composition is done offline.
- Messages are not batched (i.e every message is billed for minimum connect time).

Costs:

Fixed:	Equipment purchase	
	10 Whisperwriters @$1,000/4 yr. replacement	2,500
	Equipment maintenance	
	10 Whisperwriters @ $175/yr.	1,750
	Subscription fees	
	10 accounts @ $100/yr.	1,000
	Billing Fees	
	$10/month/account	1,200
Per Message:		
Sender:		
	12,000 messages @ .15/msg.	1,800
	12,000 @ .04/1,000 characters I/O	480
	12,000 @ minimum connect time .2833	3,400
Receiver:		
	12,000 @ .04 I/O	480
	12,000 @ minimum connect time	3,400
	Phone charges	600
	TOTAL	$16,610

5. Direct Dial Keyboard Send/Receive (KSR) with memory (e.g. Whisperwriters)

Special Assumptions:

- Telephone is available at each site.

Costs:

Equipment purchase	
10 Whisperwriters @ $1,000/4 yr. replacement	$2,500*
Equipment maintenance	
10 Whisperwriters @ $175/yr.	1,750*
Phone charges	1,200
TOTAL	$4,450

*Cost already included in ONTYME estimate.

Key Issues/Problem Areas

How to fund communications to points other than system member libraries, given the defined limits of current CLSA funding, is an issue to be explored by the Santiago Administrative Council.

6. Delivery

Delivering materials, hardcopy communications, etc. between Santiago System members and between the system and its members, as well as other agencies both within and outside SLS is a key system service support activity. As with work on communications, the study focused on the reasonableness of the present structure, and considered possible avenues of improvement to be explored, but did not explore those alternatives in depth.

CLSA requirements for the intrasystem delivery element are contained in Educ. Code Article 4 section 18745, "Each Cooperative Library system shall annually apply to the state board for funds for intrasystem communications and delivery. Proposals shall be based upon the most cost-effective methods of exchanging materials and information among the member libraries."

The Statewide Communications and Delivery Component of the Act has never been funded. Technically, this is the CLSA component that covers delivery to entities other than system member public libraries.

CURRENT LEVEL OF SERVICE

In order to get a picture of current delivery activities in Santiago, cumulative statistics on pick-up and deliveries were obtained for calendar 1981. Information extracted from the Santiago 1981/82 reports and from the 1982/83 Program Budget Requests was also examined. In addition, telephone interviews were conducted to obtain an understanding of the interface between the SLS delivery system and Orange County interbranch delivery service. Point-to-point traffic and peak load data were not available, but given the relative balance and proximity of the member libraries such information was not essential for this study. This type of data would, however, be extremely important in more geographically widespread systems or in systems with a greater disparity in the size of the member libraries' collections.

No clear picture of delivery patterns in Santiago emerged, however. Data collected at the delivery points do not agree with those presented in the Santiago budget request. There are several possible explanations for this but the major implication is that development of uniform measures for delivery workload should be undertaken soon. The current van delivery system seems to be working well -- but SLS should confirm this conclusion with reliable data.

Technical assistance in data collection and analysis methodology is available from the California State Library.

SERVICE SPECIFICATIONS

1. Items are delivered to SLS members at the lowest possible cost.
2. Users of the SLS delivery systems will receive items in a timely manner.

PERFORMANCE OBJECTIVES

The following are sample performance objectives for the specifications suggested:

1. ____% of delivery service users understand procedures and regarding the appropriate use of the various delivery options available to SLS members by _____(date).
2. High priority intrasystem delivery will be accomplished within _____(hours).
3. Routine intrasystem delivery will be accomplished within _____(days).
4. Traffic volume and costs for each delivery method used are recorded and supplied for evaluation of cost-effectiveness at least every _____(months).

ALTERNATIVE SERVICE DELIVERY METHODS

Santiago's current delivery methods appear to be working well and could be continued. Insufficient attention has been paid to tracking performance and

costs, but the system functions smoothly and is providing daily delivery to SLS members. The arrangement with Orange County Public Library appears to be providing more effective and efficient van delivery service than could be obtained by Santiago operating a single separate service.

ADVANTAGES/DISADVANTAGES

Santiago's compact area of service and cooperative van delivery arrangement with Orange County Public Library provide a high level of service at a relatively low cost. However, the current method of operation is not capturing reliable data on workload and costs. As long as the system works well and costs remain stable this is not a serious problem -- but if conditions change Santiago will lack the necessary information to evaluate alternative delivery methods.

It is unlikely that there exists a more cost-effective alternative to the current delivery van method at this time. However, SLS might consider experimenting with other modes of delivery on a limited basis. Options include the use of a commercial rapid delivery, private mail, or document delivery services such as The Messenger, Purolator, Bay Mail, etc., for rush items. Telefacsimile as a means of rapid document delivery can be effective in settings where there is a large volume of high periority, relatively small (less than 25 pages) document traffic, or where the telefacsimile equipment costs are largely born by communications usage. As telefacsimile technology becomes increasingly digital (lower transmission times and the overall cost of operation) Santiago Library System may want to consider telefacsimile as an enhancement of the communications and delivery systems already in use.

KEY ISSUES/PROBLEM AREAS

How to fund delivery to points other than system member libraries, given the defined limits of current CLSA funding, is an issue to be explored by the Santiago Administrative Council.

7. Special Services

Special Services entails the development, provision, and evaluation of services to the following special client groups:

- Asian, black, hispanic, and other racial or cultural minorities
- Blind, deaf, and physically disabled
- Illiterate, unemployed, and other socially-economically disadvantaged
- Aged, homebound, or institutionalized

Many possible reasons why special client group members make limited use of libraries were considered, including:

- Administrative priorities
- Attitudes of special client group members, lack of faith in a library's ability or willingness to serve them
- Architectural barriers that prohibit or limit access to library services
- Cultural barriers including non-acceptance and non-awareness of libraries as an information source
- Staff inability/lack of training in communication and service techniques for work with special clients
- Lack of appropriate resources and services

The study addresses problems of service, and discusses possible system roles in developing services to special client groups. The shifting responsibilities of federal, state, and local funding sources are also reviewed.

CURRENT LEVEL OF SERVICE

1. Profile of Special Client Community

Race/Ethnic breakdown by household is shown in Table 7b.

Undocumented Aliens: There are no official statistics on undocumented aliens in Orange County. It is estimated that the population is approximately 57,172. However, it could be as high as 75,000 to 100,000. (Santiago Library System Population Profile.)

SUMMARY OF INTERVIEW RESPONSES

The Current Special Services Environment in the Santiago System Area

	CLIENT NEEDS	HOW TO MEET THEM	PROBLEMS	TRAINING NEEDS
LIBRARY DIRECTORS	Jobs Literacy Survival	Special materials Bi-lingual staff	Lack of staff with necessary skills and attitudes	
ADVOCACY GROUPS	Survival within economic and cultural mainstream	Appropriate staff; Equal response to and equal input from all major elements of the community	Status quo has priority	
LIBRARY SPECIAL SERVICES STAFF	Jobs Survival and language skills	Bi-lingual staff, Community information	Communication with patron, apathy from the library, lack of staff and funds	Language skills, Cultural awareness, Organization of the community for coordinated programs and political support

HUMAN SERVICE AGENCIES -

Libraries can help agencies with information and meeting space.

Agencies can help libraries with service delivery, identification of patrons and volunteers.

Table 7a

Indochinese Refugee Population: as shown in Table 7c, totals 18,669 people.

Handicapped: The handicapped population is estimated at 225,810 by 1980. (Santiago Library System Population Profile.)

Unemployed: Unemployment in Orange County reached a record high of 82,700 or 10.5% in May 1975.

2. Current Services Summary

The interviews described the special services environment in the Santiago System area. Major findings are summarized below; some are also discussed under 3, Implications. Table 7a outlines the findings.

a. Services to special client groups are currently a low administrative priority at the local and system level.

b. Some librarians are interested and willing to serve special client groups but only within the parameters of "traditional" library services and service delivery techniques.

c. Member library staffs have difficulty assessing special client groups needs and deciding how to address them.

d. The information service needs of special client groups do not vary greatly from those of the general community or "priority" groups; however, delivery methods and techniques may need to be different.*

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* Concurs with findings in INFORMATION NEEDS OF CALIFORNIANS published in 1979 by King Research Inc.

A chart summarizing reviews by category of interview subjects (See Fa). Complete text of interviews is available at Library Development Services Bureau, California State Library.

e. There was a general sense among Santiago member library staff that libraries should be cooperating with other human service agencies in the community as one way of meeting those needs effectively. These agencies have developed a variety of methods for delivery services to the shared client group.

Moreover, there appears to be a significant gap in communication and a need for common terminology among library and other human service agencies in the system service area. Library jargon does not describe to laymen or professionals in other fields the scope or value of the services provided. Despite PR efforts, these other agencies were ignorant of services available to them and to their clients.

f. Staff with appropriate language skills, cultural awareness and appreciation are acutely needed by all member libraries. The scarcity of such staff is a major barrier to effective service to underserved groups.

g. Services to special client groups have often depended on the availability of limited-term grant funds and short-term additional staff for service development.

h. Special client group members perceive libraries as not committed to special services and do not feel libraries have materials and staff that can assist them.

3. Implications

a. Special client groups are seen as substantially different from other groups served by the library. The term "client", rather than the more usual library term "patron", is used throughout this discussion: 1) to remind that underserved groups are not current library users and, 2) to foster, through common terminology, the coordination of library services with those provided

by other human service agencies to the same groups of persons. The term is especially appropriate to convey concepts that have developed during the study and to frame the resulting alternatives. The study has led to a similar conclusion that the descriptive word "special" is less appropriate to the groups under study than the term "non-traditional". It can be argued that all library service consists of meeting the needs of a wide array of "special groups", e.g., businessmen, mystery fans, do-it-yourselfers, etc. All require materials specific to their needs and often times require special methods of service delivery such as materials shelved together or marked for easy identification, specially bound materials, special loan periods, displays, programs, etc. Librarians are charged with serving the general community. That community is made up of many distinctive client groups with overlapping memberships, all likely to make specific demands upon the library. What distinguishes "special client groups", as defined for this study, is that they traditionally have not been seen as part of the general community.

b. Services to special clients are seen as inherently more difficult and expensive, with higher per capita costs and unusual delivery methods. The California Library Services Act recognizes the possibility that public libraries may be unable to bear the costs of meeting the exceptional needs of many residents, including the physically disabled, non-English and limited English speaking persons, those who are confined to home or in an institution, and those who are economically disadvantaged. (Educ. Code Section 18701 (e).) This study, however, finds that while some techniques for reaching some special client groups are expensive, much can be done on existing funds. An impressive array of successful programs for special client groups have been mounted by individual SLS member libraries <u>without</u> extraordinary expenditures of funds. Although the use of temporary grant

funds may be needed to cover start-up costs, the maintenance of alternative services identified by this report fall well within the budgetary resources of the SLS. As with any change in service, a shifting of priorities, careful planning, and reallocation of resources may be necessary to develop programs that keep pace with changing client needs.

c. Administrative attitudes are the key factor. This study confirmed the hypothesis that administrative attitudes, not funding, are the principal cause of inadequate services for special client groups. Library administrators interviewed were concerned that special groups did not enjoy the same level of service as did traditional library patrons, but most administrators did not recognize a role for themselves in balancing inequities. They perceived "basic" services to be traditional services for traditional library patrons. They perceived special client groups as being apart from the mainstream, to be served only as soon as funds would allow, but not at the expense of reduced services for established patrons. To the degree that special clients could use services delivered to mainstream patrons, they were welcomed and served well; special efforts to serve them were seen as unnecessary drains upon limited fiscal and staff resources.

Services to special groups were also seen as more appropriate for an individual library rather than for system level activity. Information gathered in the study showed that client group clusters, especially those of ethnic or language differences, were often located in areas whose local libraries lacked appropriate materials and staff. System level coordination would allow optimum use of staff expertise, existing collection strengths, and buildings offering easier architectural access.

d. Special clients do not require a different approach. A final misconception was that special clients must have special programs. Ideally, services

for them should be developed through existing cycles of community assessment, planning and program development and should be integrated into services for mainstream patrons. However, such integration does not mean that the development and delivery of services to special client groups will be the same or that specific attention to their needs is not required.

e. The Library cannot be effective in isolation. Integration or coordination of library services for special clients should also be done in coordination with other human services agencies. Santiago member libraries' staff have this view. Working with other agencies and organizations such as the Area Agency on Aging, Inconvenienced Sportsmen, Reforma, etc., is the best way of expanding services in the face of diminishing fiscal resources. These relationships benefit both the participating agencies and organizations as well as their shared client groups. Through such relationships libraries can learn what service needs and gaps exist, can draw upon established delivery systems such as Meals on Wheels, Senior Citizen Centers, RSVP Volunteer programs, etc., can use existing information and public relations vehicles for publicizing services, and can make use of staff expertise within human service agencies in a variety of ways. In turn, libraries can provide human service agencies with information services, enrichment for their programs, contact with their clients, etc.

Although there are numerous special service programs in other states from which much can be learned, the historical development and structure of California's cooperative library systems are unique so that there are no out of state models to be duplicated by SLS. Several states, such as Washington and Illinois, have regional library systems providing services to special client groups, but the regional systems are not cooperative systems made up of independent libraries. Indeed, the best examples of special service programs planned and provided by cooperative library systems are to be found in California; examples

include the MCLS Service Center for the Deaf and the 49/99 Service to the Elderly. Reports of these projects are listed in the bibliography.

4. Funding

Special service programs for the underserved are a major objective of the California Library Services Act. Concern for the underserved underlies all elements of the Act. Nevertheless, the two sections of the Act that authorize special service programs, for individual libraries, Educ. Code, Section 18730, and for the cooperative library systems, Section 18742, were not funded. It may be that the availability of Library Services and Construction Act funds led to the mistaken belief that adequate federal funds were available for specialized services. With the impending demise of LSCA, the State Legislature may recognize the need for state funding of these programs. The uncertain future of LSCA and the variety of federal funding sources for serving special client groups needs (e.g., older American Act, Title II, Social Security Act, Title XX,) make it difficult to outline discrete responsibilities for federal, state, and local funds. Some funds may be used only for demonstration and start-up project funding; others provide funds for on-going program efforts. The options for funding special services are varied. Since there currently is no funding for Special Services component of the California Library Services Act, there have been few relevant policies established by the California Library Services Board. It is possible that a mix of state funds (library, social services, aging, etc.) could be used to develop and maintain special service programs.

Local funds should benefit all elements of the community or service area equally and should be used for on-going funding of library services and programs. The extent to which these funds can be used, and how they can be used, will be left

up to local governments and agencies who are responsible for funding. It is possible that new sources of funding can be developed, such as the grant made to the Peninsula Library System by San Diego Federal Savings that funded the system bookmobile service to institutions and convalescent hospitals. Whatever the source, coordination at system level is helpful to make best use of funds, to ensure optimum levels of service and to avoid unnecessary duplication.

SERVICE SPECIFICATIONS

The ultimate goal for services to special client groups is their integration into a program of service for the total community. For that reason, the needs of special clients are integrated with the Service Specifications, Performance Objectives, and Alternative Service Delivery Methods of other program sections of this report. Service Specifications that address participation by members of special client groups in the planning process are included in the section on Citizen Involvement. Critical to the success of that integration is the consideration of the needs of all people in the service area, both library users and non-users, in planning and developing system level services. Equally critical issues are:

- the need for reordering administrative priorities to favor service to the total community over maintaining current levels of service to traditional library patrons
- the need for appropriate staff at local service outlets and the need for training for all staff in communication skills and sensitivity to special clients
- the need for a reliable means for assessing changing community needs.

There are [redacted] addition Service Specifications to achieve the integration of special client group services whenever overall system services are planned and

evaluated:

1. Special client needs and input are incorporated into the planning, development, and evaluation of system programs.
2. Special client concerns and needs are assessed in systematic, continuous fashion.
3. Special clients receive library services in coordination with other human services in the community.
4. Special clients receive services from user friendly staff that have appropriate skills for identifying and responding to their special needs.
5. Special clients are made aware of library services available to them.
6. Architectural and spatial design factors are considered in order to provide optimal access for all persons.

PERFORMANCE OBJECTIVES

The following are performance ojbectives for the specifications above:

- ____% of system programs and services include service delivery techniques specific to special client group needs
- ____% of agencies, groups, and organizations delivering services to special client groups in Orange County are contacted by Library or system representatives within ____ months to identify ways to cooperate in the delivery of services.
- ____(number) cooperative service delivery programs with agencies, groups, organizations, etc. are operational by ____(date).
- By ____ (date), ____ (number) of special clients receive library services or information about library services through agencies, groups, and organizations delivering human services in Orange County.

- In random testing ____% of special clients report favorably on library staff skills and attitudes.
- ____% of public service staff are fluent in languages other than English.
- In random sample testing of special clients, ____% are able to describe at least ____ library programs or services.

ALTERNATIVE SERVICE DELIVERY METHODS

Alternative service delivery methods offered here do not provide options for delivering services as do those of other sections of this report. They offer instead methods that individual libraries or the Santiago Library System can use to overcome barriers to the full development of services to special client groups. Interviews described many appropriate, innovative services and activities undertaken by individual system member libraries. Many of those could be extended to all libraries within the system. For some programs, system level operation would provide economics of scale.

While many of these programs require minimal staff time and funds, their successful development demands a solid foundation of client input, community support, community organization, and staff training. The methods outlined here address basic principals of library development and offer methods for building the required foundation for both library and system level programs. Other methods for adhering to these basic principals may be in effect in the development of programs for mainstream library patrons, but interview data indicated that they were not currently in place for special client group services. The alternative service delivery methods offered may be used alone or in combination. Discussion of each method includes procedures, benefits, and constraints.

Service Development Method #1: Utilize Staff Liaison.

Build upon library staff memberships in appropriate community groups and organizations to establish an informal liaison between them and the

Santiago Library System or an individual library. Staff who have been a part of an organization would be accepted easily by the community, whereas an outsider would not. Many library staff have voluntarily taken on such liaison roles; with encouragement, others might also be willing to volunteer. The advantages would be the establishment of direct communication lines between community groups, the elusive populations represented by the organizations, and the library for keeping in touch with changing needs and for disseminating information from the library to the community. A useful tool for both community groups and library staffs would be a directory of specific staff skills, e.g., languages spoken, signing ability, memberships in appropriate organizations. In addition to the direct public service benefits, this method would enable staff at all levels and classifications to be involved in service planning. However, for the library to promote volunteer liaison raises many issues for which guidelines would need to be developed. To ask library staff to use their free time to further library interests would require an educational campaign and intense recruitment program. Questions could also arise about administrative responsibility, the expenditure of funds, and the role of the staff member as a representative of the library.

Service Development Method #2: Community Workshops.

Hold workshops for library staffs and for representatives of community groups and human service agencies in the county to identify ways to cooperate in service delivery and to develop a cooperative plan of action for the coming year. The benefits to all participants would be significant. A meeting of this kind could lead to the development of a network of agencies and organizations that strengthen and support one another's programs, services, and funding. All conferences require follow-up activities by all participating agencies to establish sustained relationships. For the library to benefit by the programs of the other agency, it would in turn have to provide services and benefits to the agencies.

Service Development Method #3: Contract Study.

Contract with private firm or consultant to conduct a study of human service delivery mechanisms in the county and identify specific ways that individual libraries and the Santiago Library System could use them. The advantage of this method is that a new perspective would be provided. It is difficult for persons familiar with the status quo to make conceptual leaps beyond it. The use of an outside consultant would make fewer demands upon staff time. Disadvantages would be the need for funding to cover the costs of a consultant's fee and inevitably, staff time to follow-up on the consultant's recommendations.

Service Development Method #4: Train Staff

Train library staff in appropriate service delivery, attitudes, and communication skills. Organize a staff development program to share the expertise of current library staff with experience in serving special clients; this might be based on the directory described on Method #1. The need for staff training was a pervasive concern of interview subjects. Staff training could make the most immediate and most noticeable improvement in the quality of services available, not only for special client groups but also for all library patrons. There may be difficulty, however, in identifying trainers with the appropriate skills and background and in paying for their services.

Service Development Method #5: Recruitment

Launch a recruitment program to attract appropriate staff. All SLS member libraries appear to have an immediate pressing need for appropriate skilled staff. A recruitment program to attract members of target groups to the library profession would bring substantial long term benefits to the library profession. Such an effort could also help Orange County libraries to meet affirmative action guidelines. Disadvantages are that few immediate benefits would be realized by the library or jurisdiction making the recruiting effort.

Frequently, recruits and scholarship recipients, after training, will seek employment in another library. Training of new recruits may also delay the delivery of services to clients.

Service Development Method #6: Staff Exchange

Develop a system wide staff exchange program to share staff who have special client service expertise. Not only would staff serving special clients benefit, but all participating staff would gain greater awareness of system resources and develop increased ability to understand and meet special client needs. They would also share awareness of the resources and service problems of other libraries.

There are a few disadvantages to this approach. There is the necessity for advance preparation and organization among participating libraries that would demand time of library administrators and staff. There could also be a temporary loss in the quality of services as rotated staff learn unfamiliar tasks and responsibilities.

Service Development Method #7: Public Awareness

Prepare and conduct a library services education campaign through all types of media in all appropriate languages, including information about special services provided by individual libraries and the Santiago Library System. The study interviews revealed that even dedicated library supporters and frequent library users were unaware of the system's role in providing support services or its potential for improving the quality of direct services.

A potential resource for this approach would be the availability of a pool of volunteers in Friends of Libraries groups throughout the county. To date, Friends groups have not coordinated their activities across jurisdictional lines nor directed their attention to the system. Coordination among Friends groups, discussed in the section on Community Involvement, could provide the driving force behind an education campaign. There is the possibility, also,

that much community support for an education campaign could be contributed, e.g. TV spots, distribution of information materials by non-library agencies, etc.

Disadvantages of such a campaign would be in the drain placed upon staff, fiscal and volunteer resources. Although the potential for volunteers is apparent, they must still be recruited, trained and encouraged. Friends groups might not perceive the benefits to "their" library. Much preliminary work by staff would be needed to raise appropriate funds. The use of budgeted funds could be questioned. Following the campaign, sustained effort by both staff and volunteers would be required to hold the gains made.

Service Development Method #8: Advocacy and Public Relations

Build a public relations and advocacy network using advocacy groups for libraries and special client groups, community service organizations, and library staff. A speakers bureau could be developed, including members of the client group, members of library boards, members of Friends groups, and library staff. The staff liaisons with community groups, and the coordinated Friends of Library Groups, mentioned earlier, could form the basis for a network. Advantages would be the same as for any other public relations effort. Benefits would acrue to all participating members of the network and to the shared clients they serve. All organizations would become aware of the resources and services of the other, all could share information and input from clients into organizational planning, new areas for cooperative efforts would be discovered, and all would be in a position to provide support for the others as needed. The disadvantages would lie in the number of staff hours required for participation in a speakers bureau. There would also be the need to recruit and train appropriate persons to serve as speakers.

COST FACTORS

Cost factors to be considered in examining the service development methods include:

- Staff member training cost (both travel costs, fees, and staff time)
- Travel costs for volunteers and staff, and other costs associated with volunteers. (see also the section program outline on volunteers, in section 8, Discretionary System Programs.)
- Staff salary and benefits costs to assist in setting up programs
- Per diem costs for out-of-area travel
- Consultant fees for professional research and evaluation
- Production costs for Public Relations Materials
- Miscellaneous costs such as registration for conferences dealing with Special Client Groups, membership fees, etc.

RACE/ETHNICITY OF HOUSEHOLD HEAD

	ANAHEIM		BREA		BUENA PARK		COSTA MESA		CYPRESS	
	Number	%	Number	%	Number	%	Number	%	Number	%
Non-minority white	58,345	82.50	5,570	79.56	15,263	80.97	21,955	76.60	9,799	82.70
Black	541	0.77	22	.31	125	.66	79	.29	104	.88
Hispanic Heritage	4,518	6.39	52	5.03	1,710	9.07	799	2.79	600	5.06
Monolingual Sp.-speaking	933	N/A	47	N/A	215	N/A	164	N/A	66	N/A
American Indian	327	.46	63	.90	142	.75	129	.45	99	.84
Oriental or Asian Heritage	393	1.26	55	.79	302	1.60	369	1.29	342	2.89
Filipino	118	N/A	7	N/A	49	N/A	51	N/A	87	N/A
Other	830	1.34	230	3.39	429	2.54	362	1.44	156	2.05
Unknown	5,159	7.28	702	10.03	831	4.40	4,920	17.16	665	5.53
Total Households	70,721	100.00	7,001	100.00	18,850	99.99	28,661	100.00	11,949	100.00

	FOUNTAIN VALLEY		FULLERTON		GARDEN GROVE		HUNTINGTON BEACH		IRVINE	
	Number	%	Number	%	Number	%	Number	%	Number	%
Non-minority white	10,875	71.71	24,857	72.94	31,135	81.31	136,446	95.22	8,127	75.85
Black	88	.58	331	.98	167	.44	325	0.23	114	1.06
Hispanic Heritage	417	2.75	1,644	4.82	2,121	5.54	4,034	2.81	294	2.74
Monolingual Sp.-speaking	46	N/A	228	N/A	277	N/A		N/A	25	N/A
American Indian	112	.74	123	.36	249	.65	N/A	N/A	38	.36
Oriental or Asian Heritage	402	2.65	420	1.23	513	1.34	1,877	1.31	211	1.97
Filipino	38	N/A	58	N/A	105	N/A	N/A	N/A	27	
Other	400	2.64	362	1.23	692	2.06	287	0.20	154	1.69
Unknown	2,871	18.93	6,287	18.43	3,326	8.67	321	0.11	1,750	16.33
Total Households	15,165	100.00	34,077	100.00	38,291	100.01	143,290	99.99	10,715	100.00

	LAGUNA BEACH		LA HABRA		LA PALMA		LOS ALAMITOS		NEWPORT BEACH	
	Number	%	Number	%	Number	%	Number	%	Number	%
Non-minority white	6,094	79.66	11,562	76.09	3,319	78.19	3,029	87.54	22,836	.86
Black	46	.60	54	.36	51	1.20	33	.95	57	.22
Hispanic Heritage	111	1.45	1,456	9.58	250	5.89	234	6.76	152	.57
Monolingual Sp.-speaking	21	N/A	235	N/A	20	N/A	36	N/A	10	N/A
American Indian	20	.26	81	.53	31	.73	12	.36	35	.13
Oriental or Asian Heritage	32	.42	126	.83	226	5.32	46	1.33	142	.54
Filipino	10	N/A	18	N/A	30	N/A	11	N/A	29	N/A
Other	83	1.15	319	2.10	232	5.47	53	1.53	96	.36
Unknown	1,251	16.46	1,592	10.51	137	3.20	53	1.53	3,235	12.19
Total Households	7,659	100.00	15,127	100.00	4,284	100.00	3,460	100.00	26,553	100.00

Table 7b

RACE/ETHNICITY OF HOUSEHOLD HEAD

	ORANGE		PLACENTIA		SAN CLEMENTE		SAN JUAN CAPISTRANO	
	Number	%	Number	%	Number	%	Number	%
Non-minority white	20,846	75.70	5,920	65.21	15,442	90.50	4,377	86.40
Black	167	.61	82	.90	60	.35	22	.44
Hispanic Heritage	1,294	4.70	997	10.98	1,132	6.63	263	5.20
Monolingual Sp.-speaking	203	N/A	172	N/A	N/A	N/A	42	N/A
American Indian	149	.54	42	.46	49	.29	50	.99
Oriental or Asian Heritage	290	1.05	114	1.26	N/A	N/A	35	.69
Filipino	33	N/A	11	N/A	N/A	N/A	10	N/A
Other	362	1.31	114	1.26	380	2.23	37	.73
Unknown	4,440	16.09	1,811	19.93	N/A	N/A	281	5.55
Total Households	27,538	100.00	9,078	100.00	17,063	100.00	5,060	100.00

	SANTA ANA		SEAL BEACH		STANTON		TUSTIN	
	Number	%	Number	%	Number	%	Number	%
Non-minority white	38,755	65.08	12,493	94.48	5,796	71.00	25,390	95.11
Black	2,584	4.34	51	.39	32	.39	198	.74
Hispanic Heritage	11,908	20.00	143	1.08	622	7.62	556	2.08
Monolingual Sp.-speaking	3,133	N/A	14	N/A	N/A	N/A	N/A	N/A
American Indian	298	.50	18	.14	5	.06	N/A	N/A
Oriental or Asian Heritage	740	1.24	108	.82	63	.77	267	1.00
Filipino	140	N/A	11	N/A	N/A	N/A	N/A	N/A
Other	541	1.14	124	.94	41	.50	173	.65
Unknown	4,600	7.70	286	2.16	1,604	19.65	111	.42
Total Households	59,554	100.00	13,223	100.00	8,163	99.99	26,695	100.00

	VILLA PARK		WESTMINSTER		YORBA LINDA		ORANGE COUNTY (U)	
	Number	%	Number	%	Number	%	Number	%
Non-minority white	1,484	89.51	18,016	83.33	5,297	79.73	65,968	88.87
Black	7	.42	72	.33	21	.32	577	0.78
Hispanic Heritage	22	1.33	1,109	5.13	236	3.55	2,436	3.28
Monolingual Sp.-speaking	0	N/A	131	N/A	9	N/A	307	N/A
American Indian	1	.06	125	.58	41	.62	269	0.36
Oriental or Asian Heritage	35	2.11	444	2.05	57	.86	577	0.78
Filipino	3	N/A	67	N/A	8	N/A	97	N/A
Other	22	1.33	665	2.93	69	1.04	753	1.15
Unknown	87	5.25	1,210	5.59	923	13.89	3,567	4.79
Total Households	1,653	100.00	21,639	100.00	6,644	100.00	74,230	100.01

(U) unincorporated

SOURCE: Special Census, 1976 - Orange County
Orange County Progress Report, 1979-80
Vol. 16.

Table 7b (cont.)

Table 7c

INDOCHINESE REFUGEE POPULATION

City*	Vietnamese	Laotian	Cambodian	As of September 30, 1979 Total
Anaheim	1,236	86	22	1,344
Brea	26	0	0	26
Buena Park	346	25	28	399
Capistrano Beach	31	0	0	31
Corona Del Mar	2	0	0	2
Costa Mesa	1,204	18	12	1,234
Cypress	93	12	0	105
Dana Point	2	0	0	2
East Irvine	0	0	0	0
El Toro	142	0	0	142
Fountain Valley	291	35	0	326
Fullerton	706	71	17	794
Garden Grove	2,174	194	48	2,416
Huntington Beach	1,810	124	3	1,937
Irvine	202	0	5	207
Laguna Beach	55	0	0	55
Laguna Hills	(30)	0	0	(30)
Laguna Niguel	8	0	0	8
La Habra	96	3	2	101
La Palma	(2)	0	(2)	(4)
Los Alamitos	48	0	0	48
Midway City	46	33	0	79
Mission Viejo	101	0	0	101
Newport Beach	20	0	0	20
Orange	1,075	121	0	1,196

Table 7c (cont.)

INDOCHINESE REFUGEE POPULATION

As of September 30, 1979

City*	Vietnamese	Laotian	Cambodian	Total
Placentia	187	15	0	202
San Clemente	103	15	0	118
San Juan Capistrano	(101)	0	0	(101)
Santa Ana	4,039	956	73	5,068
Seal Beach	2	0	0	2
South Laguna	8	0	0	8
Stanton	139	0	0	139
Tustin	294	5	8	307
Villa Park	445	55	0	500
Westminster	1,563	124	0	1,687
Yorba Linda	35	28	2	65
TOTAL	16,529	1,920	220	18,669

*Note: Includes unincorporated area served by local postal zone

Note: Figures in parenthese indicate that the figure is not added into the total, as it was already figured into one of the other categories.

Source: Lao Family Community, Inc., Santa Ana, California

State of California, Department of Finance Population Research Unit, February 1980.

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CHRONOLOGICAL LISTING OF SYSTEM LEVEL LSCA SERVICE PROJECTS
FOR SPECIAL CLIENT GROUPS

Funding Year	Project Name	System
1981/82	Amerind	South State Cooperative Library System
1981/82	Asian Shared Information and Acquisitions (ASIA)	South State Cooperative Library System
1981/82	Proyecto IDEAL	North Bay Cooperative Library System
1981/82	Library Outreach	Monterey Bay Area Cooperative Library System
1981/82	Library Services to the Developmentally Disabled Adult	Metropolitan Cooperative Library System
1981/82	Cooperative Outreach Services for Seniors and Visually Handicapped	49-99 Cooperative Library System
1980/81	Shared Chicano Resources	Inland Library System
1980/81	Rural Children's Library Services Demonstration	North State Cooperative Library System
1979/80	San Jose Indian Center	South Bay Cooperative Library System
1977/78	Library Services to the Deaf and Hearing Impaired	Metropolitan Cooperative Library System
1977/78	Resource Outreach to Seniors	North Bay Cooperative Library System
1975/76	R.E.A.D.	South Bay Cooperative Library System
1975/76	Library Service to Correctional Institutions	San Joaquin Valley Library System
1975/76	Urban Bilingual/Bicultural Project	San Joaquin Valley Library System
1975/76	Library Service to the Spanish Speaking	Peninsula Library System

8. Discretionary System Services

There are many possible system services not described in the California Library Services Act. Such services are completely optional to SLS. The study reviewed possibilities for provision of direct services to member libraries or other agencies, and direct services to the public. Special additional considerations pertaining to direct services to special client groups, are covered in section 7, Special Services.

CURRENT LEVEL OF SERVICE

SLS has over the years provided a number of services beyond the scope of state funding programs. Some of them have been grant-funded. Examples include a school library cooperation project (LSCA-funded) and a Heritage Project (NEH-funded). Some activites have been supported by in-kind contributions, such as the Focus Groups public relations programs or the Summer Reading Programs for elementary-age boys and girls.

Comments from SLS council members indicate that the more successful programs, both grant-funded and in-kind supported, have required extensive member library staff effort. Some SLS members question if the results have been worth that effort.

In other systems, similar program conditions exist. Generally, other systems have found lasting benefit from discretionary system services, such as the North State System's Rural Children's Library Services Project.

It is clear that SLS needs carefully to weigh the likely costs -- especially the in-kind costs-- of any optional programs, against the likely community benefits to be gained. Table 8a provides a convenient way of initially assessing the likely benefits and costs of proposed programs.

SERVICE SPECIFICATIONS

These are specifications for deciding which programs might be pursued. There are three minimum criteria which a program must meet if it is to be successful:

1. The program meets specific user or community needs. Unless specific, user-focused need is clearly stated, it will be difficult to develop appropriate user-oriented service objectives for the program.
2. The program is philosophically compatible with the system's stated service goals.
3. The program is of benefit to residents of more than one member library jurisdiction or library service area.

There are, in addition, a number of desirable characteristics. The assumption here is the more of them a possible program has, the greater its chance of success. These characteristics, not presented in any priority order, are:

1. The program is philosophically compatible with the individual service goals of the member libraries and has the support of library directors and staff. This significantly improves the chances that a new program will be successfully integrated with existing programs and offered to users by staff at the greatest number of service points.
2. The program is not totally dependent on outside funds, but can be conducted at some level even if grants "dry up".
3. The program will have high visibility to potential users: library and information services are kept in the public eye.
4. The program is possible at low cost. The amount of "risk capital" now available to public libraries is limited. If the system wishes

to pursue a high-priced program, benefits to users must be especially carefully documented and evaluated.

5. The program will result in greater use of library services and library materials.
6. The program is timely. It is built around a current "hot topic" if possible, so that persons concerned about matters on the front pages or the evening news can find something happening at the library that helps them with those concerns.
7. The program is possible on a pilot basis. For those, if the program works well when tried in one or two locations, it should then be possible to expand it to provide its benefits to all system-area residents in the target group(s) concerned.

PERFORMANCE OBJECTIVES

Ways of measuring the potential success of a particular program are described in the following performance objectives:

1. _____% of the program goals and objectives speak directly to identified information needs of area residents.
2. _____% of the program goals and objectives are clearly linked to the system's stated service goals, as documented in the system plan of service.
3. The program's target population(s) reside in _____ of the 10 Santiago Library jurisdictions.
4. The program has the active support and involvement of _____ of the 10 Santiago administrative council members.
5. _____% of the program budget comes from in-system resources, including in-kind contributions.

6. Information about the program will reach ____% of residents in the target service area.
7. Costs for mounting the program and providing the service do not exceed $____ per resident served.
8. Library circulation in the target service area increases by ____% after the program is established.
9. Walk-in use of libraries in the target service area increases by ____% after the program is established.
10. ____% of the program goals and objectives relate directly to political, social, economic, or cultural issues of current interest and concern to the community.

ALTERNATIVE SERVICES

1. standardized procedures

There is one discretionary activity which relates to both CLSA-funded programs, and all other system programs. That is standardized procedures. It is discussed separately here.

Ideally, for a given service or program, the people in the Santiago area should be given the same information and treatment about e.g. interlibrary loan or universal borrowing, regardless of which library or library branch they visit. Each library's staff members should process system requests so that each request has an equal chance of being taken care of properly. This ideal can be realized only through standardized procedures.

Some of the sections of the study point out the desirability of standardized procedures, within the section (e.g., the desirability of uniform loan periods within the Cooperative Lending section). That possibility can be extended to every systemwide activity.

There is no requirement that standardized procedures be developed. It

is truly a discretionary program. The greatest obstacle is finding agreement among ten local libraries. Each must be willing to give up a little local autonomy. Of course, the beneficiary of standardized procedures will be the users and staffs of each library, who will have predictable service.

A program outline (Table 8a) supplies information necessary for beginning an analysis of each additional program's costs and benefits. A summary of the discretionary services which have been outlined as part of this study appears in Table 8b. Separate outlines for each program conclude this section. Based on a comparison of these potential programs with the specifications and performance objectives subbested above, the Santiago System may identify one or more programs it wishes to pursue.

Note that expansions/variations on each program are included in the "additional comments" section at the end of each program outline. Discretionary programs currently provided by SLS, such as local history indexing, are not included.

2. other discretionary services

In addition to the program outlines in the study, information on a variety of program subject areas is available in John S. Robotham, Library Programs; how to select, plan, and produce them, Scarecrow Press 1976. A useful bibliography appears on pages 282-288.

Examples of items covered in detail in the book are: talks (i.e. panels, symposiums, individual speakers, dialogues, interviews), instruction (i.e. classes, demonstrations, orientations, tours), performing arts activities and other programs (labelled "special events").

Table 8.a.

DISCRETIONARY SYSTEM SERVICES

Program Outline Form

Program Name _____ SLS Idea? _____

Suggested Source of $ _____

Alternative Source of $ _____

Delivery System/Svs Outlets _____

Whom Served _____

Management Required _____

Staff Required _____

Technical Assistance Available _____

Training Required _____

Start-up Time Required _____

Publicity Required _____

Costs: Direct _____

Costs: Indirect _____

Space Required _____

Equipment Required _____

Constraints _____

Advisory Input Required _____

Other Agencies Involved _____

Evaluation Methods _____

Additional Comments _____

DISCRETIONARY SYSTEM SERVICES

Program Outline

Program Name Audiovisual Equipment Loan **SLS Idea?**

Suggested Source of $ Member library budgets

Alternative Scurce of $ 1) Local equipment dealers as gifts, 2) User fee based

Delivery System/Svs Outlets Each participating system-member library

Whom Served Service area wide: especially appropriate for non-readers

Management Required Routine circulation staffing

Staff Required Regular circulation or AV staff only

Technical Assistance Available State Library consultant or local AV equipment dealers ie. Photo & Sound, Audio-Graphics, Instant Replay, etc.

Training Required Basic operation of equipment should be given to all staff involved in loan procedure, all staff if possible .

Start-up Time Required 90 days

Publicity Required Routine system-level public relations such as brochure or signs in each library.

Costs:Direct $800 per MP projector, $600 per VC player, $500 per VD player (average)

Costs:Indirect Repair and maintenance and some time for circ. staffing

Space Required Locked closet or small room would suffice.

Equipment Required 16mm MP projector, video cassette & videodisc only is recommended.

Constraints Repair contracts sould be sought or maitenance funds reserved by each individual library. If program is fee-based a separate account should be established.

Advisory Input Required SAB should be consulted.

Other Agencies Involved K-12 schools, colleges.

Evaluation Methods Circulation statistics, questionnaire to each borrower, effects on software loans. Number of new patrons in the library.

Additional Comments Loan rules should be the same in all SLS libraries. Multiple copies of operation manuals would be needed. Equipment could also be used in-house for programming ie childrens' room, YA work, meeting rooms. While SLS libraries can offer some level of service, a hand-out list of commercial rental stores should be maintained as well. If SLS elects not to offer this service such a list should be compiled and made available as an alternative.

DISCRETIONARY SYSTEM SERVICES

Program Outline

Program Name Business Reference Service **SLS Idea?** YES

Suggested Source of $ cost-share between users and library

Alternative Source of $ Vary amount of user share

Delivery System/Svs Outlets in-library or direct delivery of materials to users; in-library or telephone intake.

Whom Served Business/Industrial community

Management Required 1 FTE (able to do hard cost analysis and heavy-duty PR)

Staff Required 1 FTE Ref. Libn. (incl. substitute backup) plus 1 FTE clerk (go-fer phone answering)

Technical Assistance Available State Library (former Service to Industry); Alameda Co. Bus. & Govt.; cost-sharing public libraries (e.g. Minneapolis PL)

Training Required Extensive, Ref. Libn, has to be fluent in selected on-line data bases and printed sources, plus 2-3 pct. of time/yr. to maintain currency. Must be comfortable in spending client's money for effective searches.

Start-up Time Required 9 mos. (develop policy, explore market, train staff)

Publicity Required Extensive and continuing, speaking and demonstrating services to groups and individuals, with eventual word-of-mouth help.

Costs: Direct $6,000 for terminal; and printer; maintenance contact (assume incremental searching costs are paid by users); $250/yr. training.

Costs: Indirect $500/yr. publicity materials

Space Required Highly visible public work station, plus 350 sq. ft. office. Work station should have e.g. glass wall to allow clients some privacy and avoid distraction by casual observers.

Equipment Required On line terminal; dedicated phone for messages plus recording decks; optional messenger vehicle; may need special collections (e.g. selective depository)

Constraints Policy issue of cost-sharing; need to wait for business to develop enough to keep Reference Librarian busy

Advisory Input Required Business and manufacturing reps.; economically disadvantaged re: sensitivity of cost-sharing

Other Agencies Involved

Evaluation Methods Repeat business; user group awareness of service; support of user groups at budget time

Additional Comments 1. As to rationale, see e.g., Arthur D. Little study of Los Angeles Public Library, November 10, 1981, p. IV-4.

2. Could add a Selective Dissemination of Information Svc. (SDI), on an incremental cost basis using e.g. DIALOG or indigenous staff.

3. Traffic could result in ILL requests that require rapid access to specialized verification tools.

4. In charging incremental costs of searches, add appr. 10 pct. above terminal display to cover e.g. monthly billing discrepancies. Sample periodically to verify amount needed above terminal display.

5. Assume CLASS/COLRS membership covered by library. (But will need ORBIT extensively because of its business data bases.)

DISCRETIONARY SYSTEM SERVICES

Program Outline

Program Name Central processing, acquisitions, cataloging SLS Idea? Yes

Suggested Source of $ Pooled funds of Centers members, some from CLSA database input

Alternative Source of $ None likely

Delivery System/Svs Outlets

Whom Served Center members

Management Required 1 FTE of experienced librarian

Staff Required 10-20 FTE (for SLS)

Technical Assistance Available State Library, Black Gold, North Bay, Baker and Taylor

Training Required Typical technical services training

Start-up Time Required 1-2 years

Publicity Required

Costs: Direct $300,000 - $500,000 per year

Costs: Indirect Administrative overhead (est. at 30 pct: $100,000 - $150,000)

Space Required 2,500 - 3,000 sq. ft.

Equipment Required Depends on method of card production

Constraints Few processing centers nowadays can compete with commercial processing services jobbers. Usually have problems with delays and quality control.

Advisory Input Required library staffs

Other Agencies Involved

Evaluation Methods time and cost per title

Additional Comments

DISCRETIONARY SYSTEM SERVICES

Program Outline

Program Name Centralized storage facility **SLS Idea?** YES

Suggested Source of $ storing libraries' contributions

Alternative Source of $ none

Delivery System/Svs Outlets through borrowing library or through mail

Whom Served requestors of titles

Management Required .1 - 1 FTE

Staff Required set-up facility: 3 FTE; operate: 1-3 FTE. Libraries' staff incl. in costs

Technical Assistance Available Don Thompson, Office of Vice-President, Library Plan and Policies, University of California, Berkeley 94720

Training Required minimal

Start-up Time Required in addition to finding and readying site, 2 yrs for planning and policy development (could be concurrent with site)

Publicity Required minimal

Costs: Direct $4.55 est./vol. stored, plus 10¢/yr maintenance. Facility not incl.

Costs: Indirect

Space Required facility of 5-20,000 sq. ft; or use of proposed University of California Southern Regional Storage Facility

Equipment Required high-density shelving at storage site, plus record files

Constraints Resistance of librarians to (1) letting go of "their" books, and (2) acceptance of real world costs involved in remote storage.

Advisory Input Required tech. processing staff; reference and circulation staff.

Other Agencies Involved possibly UC Facility's planning committee

Evaluation Methods avoidance of new equipment and construction for member libraries; avoidance of stack shifts because of crowded shelves; time required to fill requests for materials in storage vs. ILL experience.

Additional Comments 1. Consider weeding as alternative

2. Factors in cost/Vol.:

	Cost per vol.
Selection of materials, and professional review of them:	$1.70
Packing and removal from library:	.50
Transportation to storage:	.10
Putting away at storage:	.25
Change records at owning library (assume one file only)	1.00
Create records at storage (assume OCLC or RLIN available)	1.00
	$4.55/vol.

Assume per-circ. costs covered by CLSA ILL reimbursement.

DISCRETIONARY SYSTEM SERVICES

Program Outline

Program Name: Cooperative Collection Development SLS Idea? No

Suggested Source of $: in-kind

Alternative Source of $:

Delivery System/Svs Outlets:

Whom Served: SLS member libraries, possible other libraries in area

Management Required: Committee of SLS assistant directors

Staff Required: Member library subject specialists (in-kind), plus writing-up of procedures and lists.

Technical Assistance Available: Any large public library with central library, subject departments, and branch ordering at review meetings.

Training Required: make local materials selectors aware of program

Start-up Time Required: three months

Publicity Required:

Costs: Direct: possible savings or redirection of part of library materials budgets

Costs: Indirect: $25,000 (.5 FTE librarian, .5 FTE clerk-typist)

Space Required:

Equipment Required:

Constraints:

Advisory Input Required: Service desk librarians

Other Agencies Involved: Other libraries and collections in area, that have subject strengths

Evaluation Methods: Monitor referral to others' collections, and use by others' residents

Additional Comments: 1. Feasible in geographically compact area (for meetings, user travel)

2. Could provide rotating topical collections to member libraries, schools, etc.

3. Could add review/approval center for new titles (both general and special) - knowledge that the Library expects to buy may help others avoid duplicating.

4. Evaluate potential impact of local automated circulation systems (that may be able to provide on-line location information), RLIN (with ability to manipulate by class no. and subject headings), etc.

DISCRETIONARY SYSTEM SERVICES

Program Outline

Program Name Directories SLS Idea? Yes

Suggested Source of $ grant (for development), subscription (for product distribution and ongoing)

Alternative Source of $

Delivery System/Svs Outlets Print: any library, agency, or purchaser. On-line: any terminal with modem.

Whom Served agencies and people

Management Required .5 FTE

Staff Required 3 FTE

Technical Assistance Available Fresno MISN staff (John Jewell, John Kallenberg)

Training Required extensive

Start-up Time Required 6 months - 1 year

Publicity Required extensive

Costs: Direct File creation and maintenance: $35,000; On-line access: $35,000; Print production and distribution: $33,000.

Costs: Indirect

Space Required offices

Equipment Required Mini or mainframe computer, and input and readout devices

Constraints Lead time required to develop and debug the program requires patience on the part of all concerned.

Advisory Input Required users

Other Agencies Involved any listed in the directory

Evaluation Methods number and accuracy of uses and referrals from the directory

Additional Comments Based on Fresno MISN documentation for 1981/82. Including 1300-1700 records, each with 3-20 terms indexed. The model is from an I&R file. Any other directory of similar size and scope would have similar costs. Creation of directories other than by use of computer technology is self-defeating. A very simple directory, using a microcomputer with mailing list software is much cheaper, but far more restricted as to ways to manipulate the data.

DISCRETIONARY SYSTEM SERVICES

Program Outline

Program Name Discussion Groups **SLS Idea?** No

Suggested Source of $ Participant fees

Alternative Source of $

Delivery System/Svs Outlets In library

Whom Served General public or special target group

Management Required %FTE varies

Staff Required %FTE varies

Technical Assistance Available State Library files, various libraries depending upon topic; agencies like CA. Council for the Humanities, Robotham book*

Training Required Minimal, if any

Start-up Time Required 1-6 months planning depending upon type of program

Publicity Required Flyers, news relaeases, public service announcements.

Costs:Direct Materials discussed $10 per participant. Speaker fee if needed

Costs:Indirect Room space, staff coordination time

Space Required Separate meeting room

Equipment Required Overhead projector; easel and newsprint

Constraints Could require extensive planning and coordination time to relatively small audience. Certain topics could seem controversial..and censorship issues could surface.

Advisory Input Required Citizen group to plan and publicize programs

Other Agencies Involved Any appropriate subject-related groups

Evaluation Methods Participant feedback

Additional Comments *Robotham, John S. and La Fleur, Lydia, Library Programs: How to Select, Plan and Produce Them. Scarecrow Press 1976.

DISCRETIONARY SYSTEM SERVICES

Program Outline

Program Name Exhibit Program **SLS Idea?** No

Suggested Source of $ Local business or organizations, cultural groups

Alternative Source of $ none

Delivery System/Svs Outlets Member libraries

Whom Served General public

Management Required Supervision of unpacking, handling, fire precaustions, etc.

Staff Required Someone to coordinate

Technical Assistance Available e.g. Library of Congress Traveling Exhibitions Generation to Generation 51 black and white photos

Training Required N.A.

Start-up Time Required ½day planning 6 months prior

Publicity Required News releases, public service announcements, flyers and/or posters

Costs:Direct Rental fee for 4 weeks -$500 postage and printing $

Costs:Indirect

Space Required 85 running feet of wall space

Equipment Required N.A.

Constraints Note-rental fee includes insurance

Advisory Input Required Citizen's group including art organization representatives to select and publicize exhibits also help raise funds to support program

Other Agencies Involved Could be co-sponsored e.g. senior citizen group

Evaluation Methods Audience response

Additional Comments In addition to artworks exhibits, hobby groups could exhibit members collections/crafts.

DISCRETIONARY SYSTEM SERVICES

Program Outline

Program Name Grants assistance **SLS Idea?** Yes

Suggested Source of $ Member library contributions or share with other agencies

Alternative Source of $ Local government funding

Delivery System/Svs Outlets Member libraries

Whom Served Member library directors and staff

Management Required Planning time

Staff Required 1FTE development specialist

Technical Assistance Available Grantsmanship Center, Center for Nonprofit Management State Library

Training Required Existing staff could be trained - 5 day course by Grantsmanship Center

Start-up Time Required 3 months to hire new person; 2 months to train and acclimate existing staff person

Publicity Required NA

Costs: Direct To hire experienced person $25,000 annual salary + benefits and travel supplies total @ $50,000.

Costs: Indirect Office space, supplies, phone, equipment transportation

Space Required Office space

Equipment Required Office equipment

Constraints Once grant received time and resources needed to administer it and plan for future.

Advisory Input Required Library and citizen involvement in identifying projects

Other Agencies Involved Could jointly hire with other local agencies e.g. Parks and Recreation, Aging agencies, education agencies.

Evaluation Methods Resources identified, sought and obtained

Additional Comments Person would write grants, provide technical assistance to library staff and do training programs for staff and community.

DISCRETIONARY SYSTEM SERVICES

Program Outline

Program Name Legislative information SLS Idea? Yes

Suggested Source of $ members' budgets

Alternative Source of $

Delivery System/Svs Outlets office or home telephone

Whom Served people

Management Required .1 FTE

Staff Required .25 FTE Reference Librarian

Technical Assistance Available County Law Library

Training Required moderate (because of limited data bases)

Start-up Time Required 2 months

Publicity Required

Costs: Direct purchase of terminal, modem, printer; plus $4,000/year operating

Costs: Indirect negligible

Space Required office

Equipment Required terminal, modem, printer, phone, desk

Constraints

Advisory Input Required prospective users: local government, industry, lawyers, special-interest groups, media

Other Agencies Involved legislators' local offices

Evaluation Methods sample based on follow-up methodology in Colin Mick report on Minority Information Services Network.

Additional Comments Probably faster and cheaper to contract with Orange or Los Angeles County Law Library. Probably would cost $2,000/year staff and local calls, plus $500/year toll and on-line charges.

DISCRETIONARY SYSTEM SERVICES

Program Outline

Program Name Lending atypical materials (e.g. pets, tools, patterns) **SLS Idea?** No

Suggested Source of $ Local business or organization

Alternative Source of $

Delivery System/Svs Outlets Member libraries

Whom Served General public

Management Required Routine

Staff Required %FTE to design loan procedures and publicity

Technical Assistance Available Berkeley PL lends tools

Training Required If patron needs help in using materials, staff would need training too (e.g. mechanical devices). Volunteers could assist.

Start-up Time Required Time to acquire new materials and design loan procedures.

Publicity Required Flyers, news releases, public service materials

Costs: Direct Anywhere from $100-$5000 depending upon types of materials

Costs: Indirect

Space Required Varies depending on materials

Equipment Required Appropriate storage for unusual sizes/shapes.

Constraints May need new security methods.

Advisory Input Required Citizen's group to plan, publicize and solicit donations

Other Agencies Involved Could cooperate with other local agencies

Evaluation Methods Keep track of usage and user feedback

Additional Comments

DISCRETIONARY SYSTEM SERVICES

Program Outline

Program Name Local/regional union lists **SLS Idea?** Yes

Suggested Source of $ local technical services/interlibrary loan support budgets

Alternative Source of $ grant funds

Delivery System/Svs Outlets

Whom Served Library staffs assisting users not able to fill needs from immediately-available collection.

Management Required at least .25 FTE

Staff Required .5 - 1.0 FTE for SLS

Technical Assistance Available State Library, CLASS, UCI, book catalog vendors, special consultants

Training Required Mostly data input. Some data processing knowledge valuable (and necessary for project manager)

Start-up Time Required 1 year

Publicity Required little, unless patrons will be directly using the lists

Costs: Direct $7,000 - $10,000/year processing and printing, plus input time costs.

Costs: Indirect in-kind staff, plus "hidden" costs of authority control

Space Required appr. 500 sq. ft. for 1-1.25 FTE plus papers and materials

Equipment Required IBM Selectrics (2), or key data input device.

Constraints Need contract with book catalog production agency. Need entry authority control.

Advisory Input Required Technical input from library serials staff. User input.

Other Agencies Involved

Evaluation Methods Hit rates, user satisfaction.

Additional Comments

DISCRETIONARY SYSTEM SERVICES

Program Outline

Program Name Microcomputer Equipment Loan or in-house use by public **SLS Idea?**

Suggested Source of $ Fee-based leased equipment (coin-op possible)

Alternative Source of $ 1. Local funds 2. Demo fund by local dealers

Delivery System/Svs Outlets One or two locations during first year

Whom Served Current retail sales indicate there would be quite a variety and in all ages.

Management Required Moderate due to new aspects of such a service

Staff Required Constant supervision would be required but not dedicated staff.

Technical Assistance Available State Library and local computer stores.

Training Required Extensive, but possibly free if done in conjunction with a local computer store.

Start-up Time Required 6 months minimum

Publicity Required Extensive at first, probably little after service became known

Costs: Direct $5,000-10,000 per station if bought outright less fees and changes

Costs: Indirect Staffing and repair as well as some software at $2,000 per station

Space Required 100 sq. ft. minimum per station plus special furniture. Furniture costs included in $10,000 cost estimate given above.

Equipment Required Varies widely but easity determined by equipment selection.

Constraints All equipment is subject to down-time. If you promise service, care would need to be taken to insure that equipment was well maintained and scheduled so that everyone would get a chance to use equipment on an equitable manner.

Advisory Input Required System Advisory Board should be consulted

Other Agencies Involved K-12 schools, colleges, computer clubs, etc.

Evaluation Methods Would probably have to be developed locally in this case, however, California State Library could help in FY 82/83.

Additional Comments There are many reasons to acquire microcomputing equipment for public use. However, the greatest benefit could well be in-house staff use of the equipment when public is not using it. Management analysis programs are available with public library applications.

There are several companies that have "package plans" for public library and school programs such as this. They should be carefully explored before going it alone.

Software can be loaned in a manner similar to loaning any audio-visual software. Copyright restrictions should be kept in mind.

DISCRETIONARY SYSTEM SERVICES

Program Outline

Program Name SLS p.r. committee program **SLS Idea?**

Suggested Source of $ Member library contributions

Alternative Source of $ Cooperation with other government agencies

Delivery System/Svs Outlets Member libraries

Whom Served Member library directors and staff

Management Required Planning time

Staff Required Range from %FTE from each library to full time coordinator

Technical Assistance Available Build on existing Santiago P.R. committee activities; Center for Nonprofit Management; book by Rita Kohn*; use of United Way expertise if avail.

Training Required Ranges from minimal if experienced person hired, to significant efforts if novices need training (Public Relations Society of American does training)

Start-up Time Required 3 months to hire new person; 2 months to expand existing comm.

Publicity Required Inhouse member library communication essential through meetings or written items like memos or newsletters

Costs: Direct Varies from one FTE ($20,000) + materials and equipment to $50,000 total

Costs: Indirect Office space, supplies, phone, equipment, transportation

Space Required Office space, space for new graphics equipment

Equipment Required Varies. Could get word processor, lettering machines, etc.

Constraints Requires regularized ongoing program to be effective

Advisory Input Required Library staff, citizens, media representatives to plan ways to communicate library message

Other Agencies Involved Could jointly hire person with agencies like Parks and Recreation, Arts Councils, Aging agencies, planning agencies

Evaluation Methods Comments from library staff and citizens on increased awareness of programs and services by communities; increased attendance at specially publicized events.

Additional Comments *You Can Do It; a p.r. skills manual for librarians Scarecrow Press 1981.

DISCRETIONARY SYSTEM SERVICES

Program Outline

Program Name Public relations workshops **SLS Idea?** Yes

Suggested Source of $ Registration fee

Alternative Source of $ Friends sponsorship

Delivery System/Svs Outlets In library

Whom Served Staff, community organizations, general public

Management Required N.A.

Staff Required Librarian, clerk

Technical Assistance Available Center for Nonprofit Management, State Library could suggest materials

Training Required None if experienced public relation people brought in

Start-up Time Required 2 days planning 4months prior to workshop

Publicity Required Flyers, news releases, public service announcements

Costs: Direct Printing, graphics, postage, refreshments @ $100 + speaker's fees

Costs: Indirect Room space, staff time

Space Required Room seating 50-100

Equipment Required Overhead projector

Constraints None

Advisory Input Required Representatives of client groups to be invited

Other Agencies Involved Cooperate with others who need to do the same type of p.r e.g. other government agencies ~~- Parks & Recreation, Consumer Advocates, Mental Health, Aging~~, Arts Councils

Evaluation Methods Participant feedback, increase in amount and impact of public relations

Additional Comments

DISCRETIONARY SYSTEM SERVICES

Program Outline

Program Name Training/staff development SLS Idea? Yes

Suggested Source of $ library budgets

Alternative Source of $

Delivery System/Svs Outlets on- or off-site

Whom Served libraries' staffs

Management Required SLS committee

Staff Required .5 (or more) coordinator (need not be librarian), plus contract trainers

Technical Assistance Available Materials from 4-year CIN staff development project available at State Library; project director Esta Lee Albright is in Monterey.

Training Required one month for coordinator

Start-up Time Required 6 months to do needs assessment, design program

Publicity Required

Costs:Direct Coordinator: $15,000; supplies: $5,000; contract trainers: ± $5,000

Costs:Indirect staff members' time in training

Space Required available meeting rooms

Equipment Required Normal meetings/classes aids

Constraints Difficulty of documenting improvements in service delivery (need to convince staff supervisors, budget analysts)

Advisory Input Required staff and users

Other Agencies Involved

Evaluation Methods Trainees' facility and consistency in performing learned skills and behaviors. User feedback on improved/new services.

Additional Comments 1. Should focus training on the library's present and near-future program needs.

2. Training requires regular, planned follow-up practice by trainees if it is to last.

3. Coordinator a key role. Above is minimum, but higher quality program would require 1 FTE at $25,000 salary, plus some clerk-typist support.

4. Low-level program could utilize member library staff members who have some specialties.

DISCRETIONARY SYSTEM SERVICES

Program Outline

Program Name Volunteer Program for Youth & Adult Svs. **SLS Idea?**

Suggested Source of $ Local Friends; System pooled contributions; local library in-kind contributions.

Alternative Source of $ Corporate funding; System membership fees; local service clubs for supplying materials

Delivery System/Svs Outlets All member libraries of Santiago Library System

Whom Served Children, elderly & shut-ins in outreach programs

Management Required Coordinator of volunteers manages program, working with System Advisory Committee of Librarians (4-5 members)

Staff Required ½FTE Coordinator of Volunteers; 2 parttime adult volunteers in each lib.; 3-4 young adult volunteers or more in each library.

Technical Assistance Available 4 VAC centers in Orange Co. (Voluntary Action Centers); CA public libraries with successful programs (see attached list); State Library Clearinghouse for materials.

Training Required Orientation programs for volunteers in each local library.

Start-up Time Required Approximately 2 months

Publicity Required Area-wide media publicity; recruiting in jr. high and senior high schools, and in Voluntary Action Centers

Costs: Direct $10,000 for ½FTE Coordinator of Volunteers

Costs: Indirect $1,000 telephone, travel costs, city or county liability insurance, cost of materials supplied by local lib.; ~~duplication costs (by system)~~

Space Required Space for desk, chair, typewriter, file cabinet, and telephone for Coordinator

Equipment Required Routine office furnishings

Constraints Careful scheduling needed so Coordinator visits & assists each library. Advisory committee responsible for suggesting programs (system-wide, or local); for full orientation of Coordinator; and for evaluative review of whole program.

Advisory Input Required VACs, System Council, System Advisory Board

Other Agencies Involved Schools supplying student volunteers; local service clubs supplying materials or volunteers.

Evaluation Methods 1. Accomplishments. 2. Performance appraisals. Written attendance records of volunteers - supplied by adult volunteers in each library for each young adult volunteer; Coordinator supplies records & appraisal of adult volunteer.

Additional Comments This program requires someone to guide work of volunteers, particularly young adult volunteers in each local library (to relieve local staff of finding new tasks & supervising work of local volunteers). Coordinator, as a paid employee, is responsible for system-wide volunteer program: orientation, written policy statements & handbook for volunteers, liaison between System Advisory Committee and adult volunteers, program evaluation, and system and community recognition for each participating volunteer.

(See next page)

Adult volunteers, located in each local library, and each working 3-4 hours weekly, in-turn are liaison between young adults and local library staff, do job assignments, keep attendance records, interview, supervise, and evaluate young adult work. Adult volunteers can be recruited from Voluntary Action Centers.

VOLUNTARY ACTION CENTERS IN ORANGE COUNTY

1. Voluntary Action Center (located in south Orange County)
   1440 East 1st Street, Suite 402
   Santa Ana, California 92701 Telephone: 714-953-5757
   Mrs. Carol Stone, Director

2. Volunteer Bureau of North Orange County
   2050 Youth Way
   Fullerton, California 92635 Telephone: 714-526-3301
   Ms. Carolann Thrasher, Executive Director

3. County of Orange - Director of Volunteer Services
   515 Sycamore
   Santa Ana, California 92701 Telephone: 714-834-5238
   Ms. Sharon Esterley, Director

4. West Voluntary Action Center
   8100 Garden Grove Blvd.
   Garden Grove, California 92640 Telephone: 714-898-0043
   Mrs. Susanne Freeman, Director

GOVERNOR'S OFFICE FOR CITIZEN INITIATIVE AND VOLUNTARY ACTION (OCIVA)

1600 9th Street, Room 100
Sacramento, California 95814 Telephone: 916-322-6061
Contact: Ms. Cecilia O'Mara

PUBLIC LIBRARIES WITH VOLUNTEER PROGRAMS (examples)

1. Sacramento City-County Library Headquarters
   7000 Franklin Blvd., Suite 540
   Sacramento, California 95823 Telephone: 916-440-5926
   Ms. Janet Larson (developed program)
   Ms. Judy Eitzen (directing program currently)

2. Coronado Public Library
   640 Orange Ave.
   Coronado, California 92118 Telephone: 714-435-4180

   Mel Cantor, Director

3. San Diego Public Library
   820 E. Street, Mail Station 17
   San Diego, California 92101 Telephone: 714-236-7840

   Mrs. Judy Sherwood, Volunteer Coordinator

9. Administrative Services

If libraries are to cooperate effectively as a system, certain administrative services, functions or activities are necessary to support them in their cooperative efforts. This section discusses these administrative functions and suggests what agencies or persons are appropriate to provide the services. The study team was to review the ways in which administrative services and resources are provided to support system programs, for example:

- communications (member/staff newsletter, other publications)
- data collection and organization, both program and administrative
- fiscal services (budget preparation and monitoring, receipt and disbursement of funds, audits, payroll, claims)
- grants administration
- legal services
- personnel (recruitment, salary, benefits, Affirmative Action)
- property, equipment and supplies (procurement, maintenance, inventory)

In response to this charge, an Administrative Functions Matrix (Table 9a) displays 48 separate administrative functions appropriate to cooperative library systems. These are grouped into seven major categories:

- Planning and Budgeting
- Coordinating
- Directing
- Communications
- Fundraising
- Accounting
- Auditing

Arrayed with the functions are the possible service providers, capable in varying degrees of accomplishing the functions.

Completing the matrix is a rating of how well each service provider is likely to be successful in undertaking the function. Ratings are indicated by letters in the intersecting box between the functions and the service providers. A letter "A" indicates a "good likelihood of success;" a letter "B" a "probable likelihood of success;" and a letter "C" a "small likelihood of success."

These subjective ratings are based on the research and experience of a number of State Library staff who have worked extensively with cooperative library systems. Although all administrative functions are the ultimate responsibility of the System Administrative Council, the service providers are rated from the standpoint of who might best do the function, as delegated by the Council. These ratings do not relate to individual potential service providers in the Santiago area, but are presented as general guidelines.

In applying these ratings to the local Santiago situation, it is important to remember that the ability of any local individual company, or agency may offset the "generic" strengths and weaknesses noted here. The ratings are indicators rather than guarantees of success.

Use of the functions/providers matrix is the key to all discussion in this chapter.

CURRENT/RECENT LEVEL OF SERVICE

Until recently, the administrative service providers in Santiago have been an Administrative Council, Standing and Special committees, and an Executive Director (position now vacant) who reported and was accountable to the Administrative Council, and who was responsible for directing the operational programs of the system.There was/is a fiscal agent (Orange County) who is responsible for receiving/disbursing funds, providing for an annual audit, reporting on the status of system funds, contracting with outside parties,

and purchasing. Personnel Administration was divided among the Administrative Council, the Council's Personnel Committee, the Executive Director, and the Orange County personnel department.

When interviewed, Administrative Council members identified the following problem areas:

- there is no comprehensive administrative manual, providing clear guidance to council member, system staff and program planners and participants
- lines of communication are unclear in a number of important respects, and there is sometimes frustration over not knowing what is going on at the system level
- there were no clear written definitions of responsibility and accountability of each of the administrative service providers (e.g., no clear instructions on the reporting relationships among the system staff, the Executive Director, and the Administrative Council)

There is a high degree of commitment and willingness on the part of the members of the Santiago Administrative Council to make a cooperative library system successful in Orange County, for the benefit of all area residents.

These problems are in no way unique. It is to Santiago's credit that the problems have been recognized, and an organized and systematic approach for resolving them has begun. The Santiago System's administrative apparatus is in a state of flux due to the lack of staff. At present, administrative functions are shared by members of the Council, with the majority being handled by the system chair and the fiscal agent. The State Library did not attempt to interview all of the potential administrative service providers in Orange County, and has instead focused on basic functions (or services) needed for any

system. Special care was taken not to assume any specific administrative organizational structure, beyond the Administrative Council and System Advisory Board required by CLSA. As elsewhere in the study, this discussion assumes that Santiago will wish to remain eligible for CLSA participation while retaining the greatest possible flexibility in designing an administrative apparatus. The Santiago Administrative Council is in a perfect position to select its own "menu" of services and then look at the possible service providers and their ratings to determine who should provide what in Santiago. The Council may in fact wish to assign its own local ratings to help it make decisions, since the ratings in the Administrative Functions Matrix are derived from generalized principles and are not localized to Santiago agencies and individuals.

ADMINISTRATIVE SERVICE SPECIFICATIONS

Specific service specifications for each major element on the matrix are listed here, with corresponding performance objectives in the section immediately following.

Administrative Function #1:

Planning and Budgeting/Service Specifications

a. plan and budget must respond to documented service needs of end-user constituency
b. plan and budget are realistic and within fiscal/political constraints; they must recognize the need to conform to available resources
c. plan and budget are understandable by all participants in system activities (including funding/control agencies) and must have ongoing operational meaning/context (must be reviewed, updated)

Administrative Function #2:

Coordination/Service Specifications

a. minimum duplication of costs, maximum exploitation of shared use of

individual special resources, enabling more effective direct service programs. This leads to:

- ability to respond to increasingly difficult end-user demands
- uniform (equitable) services
- more positive image of libraries
- less confusion for end-users

b. resources in SLS area are identified in such a manner that they can be coordinated with similar ones in other systems, enabling access to all resources in the state under statewide coordination. (Resources means an information provider, whether library, specialized materials section of another public agency, or knowledgeable individual.)

c. innovations are shared and technology transferred

d. adjust to changes in revenue levels unexpected contingencies, such as natural disasters, service changes in member libraries, changes in community information needs and changes in personnel

Administrative Function #3:

Directing/Service Specification

a. all approved system programs move forward in a timely manner

Administrative Function #4:

Communications/Service Specifications

a. morale is good and an esprit de corps is evident

b. administrative communications are rapid and within reasonable cost

c. end-users and non-users are aware of available services

d. all system participants are informed, so that they are able effectively to represent the system

e. political awareness and support is generated

f. library community and government agencies are informed, thus furthering and coordinating a statewide library program

Administrative Function #5:

Fundraising/Service Specifications

a. income must be positive in relation to outlay ratio

b. should result in money for enhancing system programs

Administrative Function #6:

Accounting/Service Specifications

a. must be auditable

b. must tie to program plans and budgets in a timely manner

c. must be understandable to participants

d. must comply with reporting requirements (both form and time/deadline) of funding/control agencies

Administrative Function #7:

Auditing/Service Specification

a. should assist in management planning

Performance Objectives:

The following are suggested performance objectives for the specifications noted above.

1. Planning and Budgeting

- ____ % of service objectives respond to needs identified by end-users
- ____% of budget estimates and program costs are linked to service outputs and products, (e.g., question-answering fill rate) rather than organizational elements (e.g., staffing)
- ____% of budget proposals are accepted by funding or control agencies
- ____% of council members, staff and SAB members can explain/present system budget issues to a lay audience using printed accounting reports as guide
- ____% of program changes are reflected in budget and planning documents within ____ (days)

2. Coordination

- ____ (number) of new resources are made available to system participants annually
- ____ (number) of resources are identified to be shared with system participants
- ____ (number) of resources outside system area are made available to Santiago and other systems annually, after statewide coordination is in place
- ____ new methods identified for members, and ____% of these implemented by at least ____ libraries

3. Directing

- ____% project milestones completed within ____ days of projected completion time

4. Communications

- staff turnover rate is less than ____% per year
- absenteeism rate is less than ____% per year
- ____% of participants are willing to represent and speak for system at conferences, meetings, etc.
- ____% of program participants can explain activities occuring in system
- ____% of communication recipients receive communication with ____ (time period) for $____
- ____% of users and non-users are aware of library services
- ____ (number) of programs and legislation favoring libraries are endorsed/ approved by governing bodies

5. Fundraising

- $____ invested in fundraising achieves $____ (equal or more) return

- ____ (number of) programs are expanded or improved by ____% of their baseline budget

6. Accounting

- ____% system financial records are retrievable within ____ (time period)
- program expenditures available at end of each ____ (time period)
- ____% of council members, staff and SAB members can explain/present system budget issues to a lay audience using printed accounting reports as a guide
- reporting requirements complied with within ____ (time period) of reporting period

7. Auditing

- provides ____% of fiscal information needed by participants for analyzing activities performed and planning for future implementation. (In considering a new communication system/technology, there should be audit trail information available on actual cost trends over two or more years, so that useful cost comparisons can be made between continuation of the existing system and a proposed one.)

ALTERNATIVE ADMINISTRATIVE SERVICES DELIVERY METHODS (SERVICE PROVIDERS)

Before selecting a particular service delivery method, the SLS council should first validate which functions in the matrix must be performed. As a CLSA system, Santiago would give priority to those functions listed on the matrix as required by CLSA. Other functions would depend on Santiago's need to carry out activities in its long and short range plans. The council should then review the suggested service providers on the matrix, and validate any considered feasible. Again, it may want to modify the ratings to reflect local conditions, keeping in mind that administrative service providers should be capable of responding to program needs beyond those of CLSA requirements.

Then, in order to meet the administrative services performance objectives the system administrative council will need to determine which of the 48 activities it will perform itself and which it will delegate to other administrative service providers. To determine which of the possible providers might best be used for any of the functions, it is necessary to examine the relative strengths and weaknesses of each. These are discussed below.

1. System Council:

The System Administrative Council is the responsible policy-establishing body for System programs and activities. Technically, the System Council is responsible for all functions and conceivably could perform all of them as a Council. This is clearly not feasible. Thus, we have sorted the tasks among the different units of the organization and ranked them in terms of potential effectiveness of performance. For example, a few specific functions can be undertaken only by the Council. These include adoption of long range and annual plans. Other functions may be effectively shared by the Council with other organizational units of the System (e.g., representation of the System), while some functions should clearly be delegated, due to the need for daily involvement, or the routine nature of the task.

2. System Chairman:

The System Council could legally and effectively delegate many of its responsibilities to the System Chairman.

Advantages are that it is less costly, and shortens the line of authority. The chair also has a real stake in the issues, and has administrative experience.

A disadvantage is the availability of the chairperson to perform a great number of the functions effectively, given that a Chairman by definition, already has a full time job as Director of a member library.

Since the chair generally rotates among participants, there could be wide variation in administrative expertise and style.

3. Legally Designated Fiscal Agent:

A third possible provider for Planning and Budgeting functions is the public library of a legally designated fiscal agent jurisdiction. A major strength in employing this agency is the close identity and support engendered for the system by the legally designated fiscal agent, which is a public library jurisdiction, for the public library is one of those departments the jurisdiction is accustomed to regarding as an appropriate user of its services. There is normally a broad spectrum of services available from this single resource, although with varying degrees of expertise, resulting in diminished time and effort expenditure in identifying sources of assistance. Disruption of system cash flow is less disasterous, as the fiscal agent is sometimes in a position to carry expenses for a period of time from its own resources.

One of the weaknesses is that services performed by the legally designated fiscal agent may often be given lower priority by departments which are its service providers, than appropriately meet the system needs. Bureaucratic procedures which are a part of the jurisdiction's operation may impede efficient, effective service to the system. Services may also be restricted if the jurisdiction must apply its own regulations/level of operation to service or program needs of its client, the system. Service and products provided may not be tailored to system needs and specifications.

If the Joint Exercise of Powers Agreement names a fiscal agent, that builds in less flexibility for change should the system desire to change fiscal agents than if no specific identification is made.

4. In-kind Contribution from a System Member

A fourtn type of possible service provision for Planning and Budgeting is the "In-kind contribution from a System member". When a participating library contributes system services or functions to the operation of a System, there

is an immediate advantage to the System in that the contributing library probably has the needed background and knowledge about the System. In today's fiscal climate the in-kind contribution may be a very realistic way of doing some system programs where there is little hope of obtaining funds from an outside agency. The service or function can often be accomplished with no extra money budgeted by the participating library, but at the same time, this is a weakness, in that the contributing member may over extend its resources and/or cause resentment on the part of staff or unions. In-kind contributions are difficult to measure in terms of dollar value, especially when an attempt is made to determine equitable in-kind contributions among member libraries. Service performed may often be given lower priority by the contributing library than the strictly local services of the library. Direct service to the public may suffer if the contribution is squeezed out of existing resources. The contributed service may be difficult for the System to monitor because of a natural reluctance on the part of participating libraries to examine critically the internal operations of a colleague library. Member libraries own restrictions may hamper or prohibit implementation of System approved activities. (Also true for fiscal agent.) The System cannot count on the contribution continuing; it should not be considered a stable source of support.

5. Any Public Library Member Jurisdiction

Any member jurisdiction might conceivably contract with the System to provide these services. The strengths and weaknesses of this administrative arrangement are similar to those of contracting with any other service provider.

6. System Staff

System staff can also certainly provide most of these services. They can provide administrative and other services with direct accountability and

responsiveness to the administrative council, and they have no conflicting organizational demands on their availability for system work. Although this approach guarantees flexibility and availability of staff support in most situations, it also reduces the flexibility of the system to alter programs. There is also a greater reluctance to replace system staff who may not be completely effective in their positions, rather than the relative ease of changing the composition of a committee or changing contractors.

The advantage of freeing the council from routine operational matters; and thus giving them more time to devote to deliberating and formulating policies, is also balanced by the necessity to add personnel administrative functions. Perhaps one of the more important long range considerations is the source of funding for system staff with the possible elimination of LSCA support.

7. Contract with Outside Public Agency

Yet another way to provide these services is by contract with an outside public agency, such as a community college or an adjacent Cooperative Library System. The functional structure of a public agency allows for a broad range of services to be accomodated within its framework.

This approach would allow for an identifiable set of administrative services that can be contracted for, freeing the Administrative Council from routine operational detail. Also, personnel within the outside public agency are experienced in the special needs of other public agencies, such as systems to a realistic extent, especially if an adjacent Cooperative Library System is chosen. Many systems and other public agencies have established functional departments or units that can be accomodated to Santiago's needs.

On balance, contracting can be complex and a monitoring function within the System is necessary to coordinate the contracted services, which will be an additional task for the Council. Also, operations of administrative functions

must be accomdated to the outside public agency procedures, rather than those that might be most practical for system operations. The most immediate effect would be that administrative control of certain functions may be directed by the outside public agency rather than SLS.

One specific alternative which would fall into this category would be for Santiago to contract with another cooperative system for administrative services. Santiago could, for example, contract with the Inland System or the Metropolitan Cooperative Library System. Coordination with either system would be practical from the standpoints of ease of communication and personal contact. The advantage of similarity, in structure, programs, etc., of this approach could also be its greatest weakness. That is, the apparent similarity could be confused with identical goals and direction of service. Care would be essential to assure that SLS not lose the unique quality of its services accidentally. Confidentially, where necessary, is a separate consideration.

Although it must be maintained that the two systems are separate and distinct, an implication of this approach is the issue of future consolidation of the two systems. The opportunity for a close working relationship would give the two systems a basis for evaluation and deliberation of future action.

8. Committees

Committees, with members appointed by the Administrative Council from its own ranks or from member library staffs, could certainly provide many system administrative services. Since Committees are usually composed of representatives from several participating libraries, their products are generally representative of System thinking, and the total membership represents a fair amount of local expertise on whatever subject the committee is addressing. Committees can allow a Council to divide its work and act only on recommendations. Committees increase participation and involvement of member library's staffs.

On the other hand, functions performed by a committee may result in an uneven quality of the products of its work. It is often a very expensive way to accomplish work, since members usually must travel to meet and are away from their regular work. As a consequence of this, direct service to the public may suffer while the committee meetings are being held. There may not be full attendance at committee meetings.

9. Individual Commercial Contractor

The Individual Commercial Contractor could also provide many, though not all, of the services needed in these categories. There are some clear advantages to employing a commercial contractor to manage system projects or services. The terms and conditions of their work are clearly spelled out, so expectations on all sides are understood. Products, reports, etc. provided by the contractor are tailored to the System's needs. Individual, specialized workers can be recruited and hired for specific tasks, and dismissed once the task is completed. Costs for services are determined by competitive bidding and/or free market pricing, and the contractor generally carries his own overhead, development, training, and administrative responsibilities and costs. If work performed by a contractor does not meet expectations, the System can seek financial or other compensation. The contractor is also likely to be liable if work performed results in a legal suit. And, perhaps most importantly, the contractual focus is on the service provided, so neither the System nor the contractor is tied to any particular organizational structure - organizational changes can be made as needed to get the job done.

There are some disadvantages to working with commercial contractors, however. They do not necessarily have any particular long-term commitment to the System, and may only learn enough about System business to perform their particular service or task. Sometimes the system may not be their highest

priority client, and system business may await the completion of other work. Contracts may bring with them the red tape and delays of bidding, negotiation and legal reviews; once in force, they require active monitoring and liaison by system representatives for best results. Also, representatives of the contractor are not always closely integrated in system-level discussion and/or policy making which impacts on the product or service contracted for.

10. System Advisory Boards

The System Advisory Board (SAB) brings several important strengths to participation in system business. First, they are an officially appointed body, with primary responsibility - legally defined - to the cooperative system, while retaining ties to the appointing jurisdiction. As lay persons, SAB members often have unique skills and talents not readily available on library staffs. They work from a user's perspective, and are best able to articulate the system area residents' changing service needs. SAB members serve fixed, staggered terms, so there is good organizational continuity; once oriented, these citizens are extremely effective and credible spokespersons for the system, and they often work long and hard without compensation - except for mileage and meal expenses.

There are some drawbacks to employing SAB members in some system activities. They often have jobs of their own, and so cannot spend time during "regular business hours" on behalf of the system. Since they are appointed by the governing bodies of the local jurisdictions, the library system is not generally directly involved in the recruitment and selection of these individuals. Lay persons are not expert in professional techniques or methods of library service delivery, and they require a substantial investment in ongoing orientation and training in system services and policies. Furthermore, there is little recourse available to the system if work performed by SAB members does not meet the system's needs or expectations.

11. Individual Volunteers

Individual volunteers also bring special strengths to participation in system business. First, the mere fact that they have volunteered their services shows a high level of interest in and commitment to the cooperative system. As lay persons, they often have unique skills and talents not readily available on library staffs. They work from a user's perspective, and are able to articulate the system area residents' changing service needs. Once oriented, they are often quite flexible in terms of what tasks they can do, and can be assigned to work on whatever jobs are highest priority. They too work long and hard without compensation.

There are some drawbacks to employing citizen volunteers in some system activities. They often have jobs of their own, and so cannot spend time during "regular business hours" on behalf of the system. They serve no fixed term in office, so their commitment may not have good continuity. Since they are often identified and "recruited" by staff in the local library jurisdictions, the system per se may not be directly involved in the selection of these individuals. Lay persons are not expert in professional techniques or methods of library service delivery, and they require a substantial investment in ongoing orientation and training in system services and policies. Furthermore, there is little recourse available to the system if work performed by volunteers does not meet the system's needs or expectations.

12. Citizen Support Groups

Citizen support groups can bring many important characteristics to participation in system business. First, they have an organized commitment to library service, and even if individual members occasionally drop out the organization can continue. They have their own mission and cohesiveness as a group, and can muster support for library services when needed. As lay persons,

they often have unique skills and talents not readily available on library staffs. They work from a user's perspective, and are able to articulate the community's changing service needs; in addition the group provides good visibility and a forum for library issues. Once oriented, they can be effective spokespersons for the value of library services. They too work long and hard without compensation.

There are some drawbacks to employing citizen support groups in some system activities. Members often have jobs of their own, and so cannot spend time during "regular business hours" on behalf of the system. Since they are most often identified and "recruited" at the local level, the system per se is not generally directly involved in the selection of these individuals or the organization of the group itself. In fact, these groups' entire thrust and interest is generally local rather than systemwide. Many groups do not even have the library as their primary focus of interest, and all have the freedom to work independently from - and perhaps contrary to - system goals and objectives. Lay persons are not expert in professional techniques or methods of library service delivery, and they require a substantial investment in ongoing orientation and training in system services and policies. Furthermore, there is little recourse available to the system if the role fulfilled by citizen support groups does not meet the system's needs or expectations.

13. Banks

There are limited administrative functions which a bank can assume. The most appropriate and effective is that of assuming responsibility for personnel payroll. Use of computerized service for maintenance of personnel records and performing payroll is efficient and relatively inexpensive. It is usually necessary for some of the organization's staff to receive time cards and maintain some basic personnel records. Maintenance of an even cash flow to support bank payroll functions is vital.

This limitation in the number of the administrative functions a bank can perform is a weakness. However, the economy and efficiency of performance of these few functions is a great strength one which can well be combined with other administrative support resources.

NOTE: These are profit making institutions, and thus have an interest in performing well on contracts.

14. CPA's

The greatest single strength of using a CPA for assumption of administrative functions in lieu of fiscal agent services performed by a public library jurisdiction is the anticipated savings in fiscal agent fees. Public library jurisdictions are less and less able to contribute in-kind services with which they at one time comfortably supported administrative functions for systems. Also, there is the potential that services contracted for will be performed with a higher level of expertise and timeliness than similar services provided by a public library jurisdiction. The CPA is profit motivated and bound by a contract for a specified level of performance. The CPA is also able to tailor products and services to system needs and specifications.

A weakness is the limitation of services a CPA can perform compared to the wide spectrum conceivably available through a public library jurisdiction of any size. Additionally, a CPA will normally not have as complete an understanding of the characteristics of needs of the library community and not be able to provide service contracted for with a similar degree of ease and awareness.

15. Legal Counsel

Legal Counsel is listed on the matrix as a service provider. The service provided is unique and necessary because of its professional and specialized nature. Legal Counsel, either one employed by a member jurisdiction or one

under contract from outside, has specific expertise that can be of value to the system. However, like most outside professional specialists, the time devoted to System activities can necessarily comprise only a part of their primary activity.

16. Each Individual Member Library

Finally, each individual member library, each acting on its own behalf of system administrative function, is listed as a possible service provider. While there are some services which could successfully be obtained in this way, they are limited to those for which no single system product is necessary. They would include initiative-taking activities on behalf of the system, as shown on the matrix.

To summarize, the functions listed in the matrix under Planning and Budgeting, Coordination, Directing and Communications can generally be performed by any of the following service providers:

- System Council
- System Chairman
- Legally designated fiscal agent
- In-kind contributing system member
- Member jurisdiction (other than fiscal agent)
- System staff
- Contract with outside public agency (e.g., community college)
- Committees
- Individual commercial contractors.

In the major category of Fundraising, all of the above service providers could perform this function for the system, and, in addition, other groups have a significant role: System Advisory Boards, volunteers, and citizen support groups. However, the activities of these three groups are by no means limited to

fundraising; a glance at the matrix shows a number of important activities for them, particularly in the area of system service planning.

The last major administrative function groups are Accounting and Auditing. As shown on the matrix, all of the agencies and individuals who can provide Planning and Budgeting, Coordinating, Directing, and Communications services, with the exception of the System Chairman, can also provide Accounting and Auditing services. In addition to those providers already discussed, the following types of private service providers should be considered. (1) Banks, and (2) Certified Public Accountants.

Alternative Administrative Organization

Careful review of needed functions with possible providers and their relative ratings should produce one or more structures for the provision of administrative services. Any organizational structures under consideration by the Council should be measured against the administrative service specifications, to assess which is most likely to meet the specifications. Information gained via this process may indicate that the specifications themselves may need to be nodified to most closely meet Santiago's current service needs. The review process may have to be repeated to some extent before a desirable structure becomes clear. Likely costs should be estimated, and then proposals invited from prospective service providers. Ultimately, a mix of costs, factors, availability and quality of service providers, and the level of council commitment to involvement in on-going administration will determine the structure to be employed.

Continued review and evaluation of the success of that organization in meeting the performance objectives will determine when and if the structure needs to be changed.

Table 9a (Part 1 of 2)

ADMINISTRATIVE FUNCTIONS

C. ADMINISTRATIVE FUNCTIONS	A. System Council	B. System Chairpersons	C. Legally designated Fiscal Agt. (PL/juris.)	D. In-kind contribution/ system member	E. Contract w/system member juris. (other than fiscal agent)	F. System Staff	G. Contract with outside public agency	H. Each individual member library	I. Committees	J. SAB	K. Volunteers	L. Citizen support Groups	M. Bank	N. CPA	O. Individual commercial contractor	P. Legal Counsel	
I. PLANNING AND BUDGETING																	
CLSA - Preparing financial projections and analyses, assessing financial impact of Council decisions as needed	C	B	A	A	A	A	B		B				A	B	B		
CLSA - Forecasting the most probable course of events within a range of possibilities	C	B	A	A	A	A	B		A	B			A		A		
CLSA - Identification of service needs	B	C	C	C	C	B	B	A	A	A	C	B			A		
CLSA - Analysis of alternative service delivery methods	C	C	A	A	A	A	A	C	B						A		
- Establishment & maintenance of a Comprehensive system plan, including the following:																	
A. Long Range: (2-5 yrs) including the overall goals & objectives for policies for the system, financial plan staff and resource development plan, and evaluation plan	B	C	A	A	A	A			A	B							1. Development
	A																2. Adoption
	A							A	A	A							3. Periodic Review
CLSA B. Annual Plan of Service: (1 yr) inc. short range needs, plans for program implementation & specific short range results, annual budget, including one year LSCA projects, etc.	B	C	A	A	A	A			A	B							1. Development
	A																2. Adoption
	A							A	A	A							3. Periodic Review
C. Contingency Plans: For emergencies, strike, cash flow problems, etc.	B	C	A	A	A	A			B						B		1. Development
	B	B	A	A	A	A			A								2. Adoption
	B	B	A	A	A	A			A								3. Periodic Review
D. Procedures Manual: Covers routine, ongoing operations, hiring maintenance, etc.	C	C	A	A	A	A	B		B						B		1. Development
	B	C	A	A	A	A			A								2. Adoption
	B	B	A	A	A	A			A								3. Periodic Review
- Matching program activities to available resources	A	B	A	A	A	A			A								
II. COORDINATION																	
CLSA 1. Coord. of activities of all system comm., mbr libs, & affiliated organizations as related to sys. activities	B	A	A	A	A	A	B		B								
2. Coord. of svs. activities w/other systems & the lib. comm. statewide	B	A	B	B	B	A			B								
3. Development of uniform policies and common protocols	B	B	A	A	A	A			A								
4. Establishment & maintenance of an inventory of existing resources within system area	B	B	A	A	A	A	A		A						A		
CLSA 5. Training program planning, including training needs assessment for both sys staff, library staff, System Council, and SAB	B	C	A	A	A	A	B	B	A	C					A		
6. Conducting training activities	C	C	A	A	A	A	A	A	B						A		
III. DIRECTING																	
CLSA 1. Taking of corrective action in any appropriate area	A	A	A	A	A	A			A								
CLSA 2. Give overall direction of all approved system activities including organization & assignment of tasks, resources and responsibilities	C	B	A	A	A	A											
3. Assignment & supervision of system staff, including volunteers	C	B	A	A	A	A			B								
CLSA 4. Selection, direction & evaluation of lead staff person	A	B							B								
CLSA 5. Personnel development for staff performing system activities: a) job design & job specifications, task descriptions	C	B	A	A	A	A	A		A						A		
b) recruitment	A	A	A	A	A	A	A		A						A		
c) selection	C	B	A	A	A	A	A		A								
d) evaluation of personnel	C	B	A	A	A	A	A		A								
e) job & classification descriptions	C	C	A	A	A	A	A		A						A		
f) salary plans, fringe benefits, record keeping	C	C	A	A	A	A	A		A				A	A	A		

2/5/82

A - Good likelihood of success
B - Probable likelihood of success
C - Small likelihood of success

Table 9a (Part 2 of 2)
ADMINISTRATIVE FUNCTIONS

C. ADMINISTRATIVE FUNCTIONS	A. System Council	B. System Chairpersons	C. Legally designated Fiscal agent (PL juris)	D. In-kind contribution/ system member	E. contract w/system member juris. (other than fiscal agent)	F. System Staff	G. Contract with outside public agency	H. Each individual member library	I. Committee	J. SAB	K. Volunteers	L. Citizen Support Groups	M. Bank	N. CPA	O. Individual commercial contractor	P. Legal Counsel
IV. COMMUNICATIONS																
CLSA 1. Provision of publicity and public info. for system activities	C		A	A	A	A	A	A	A		B	B			A	
2. Oversight of sys. publications (e.g., newsletters, flyers, brochures and announcements)	B	A	A	A	A	A	A		B						A	
CLSA 3. Coord. of internal & external reporting including reporting to governmental agencies as appropriate	B	A	A	A	A	A			B							
4. Rep. the sys. as officially designated by the Council for specific situations	A	A	A	A	A	A	A	A	A	A	B	B	A	A	A	A
CLSA 5. Sharing of incoming communication; relaying information to personnel in individual libraries	B	B	A	A	A	A	B									
6. Development & maintenance of MIS - ongoing collecting, organization & analyzing/eval. & summarizing info. needed for decision making	C	C	A	A	A	A	A		B						A	
7. Taking initiative to identify relevant sources of info. outside system & making connection w/those sources	A	A	A	A	A	A	A	A	A	A	B	B			B	
V. FUNDRAISING																
1. Identifying & promoting new sources of revenue & developing ways to make them available to system	B	A	A	A	A	A	A	A	A	A	B	B			B	
2. Preparing grant proposals and applications for:																
a) CLSA a)	C	C	A	A	A	A	B		B						B	
b) Other b)	C	C	A	A	A	A	B		B	B	B	B			A	
VI. ACCOUNTING																
CLSA 1. Maintenance of system finances																
a) receipt of revenues	C		A	A	A	A	A						A	A	A	
b) disbursement of funds	C		A	A	A	A	A						A	A	A	
c) reporting	C		A	A	A	A	A						A	A	A	
d) documentation of fiscal procedures (e.g., chart of accounts, etc.)	C		A	A	A	A	A						A	A	A	
CLSA 2. Purchasing (task) (including preparation of IFB, purchase orders, etc.)	C		A	A	A	A	A								A	
VII. AUDITING																
1. Performance of annual audit*			B	B	B		B						A	A	A	

* Any of these can do if they did not perform the function

A - Good likelihood of success
B - Probable likelihood of success
C - Small likelihood of success

2/5/82

OPTIONS FOR ORGANIZATION

As is the case in any analysis of possible structures for administrative management, any single option can be permutated in a variety of ways. The "Administrative Functions Matrix" lists some 16 possible service providers who can provide one or more administrative functions within a range of probable satisfaction. Therefore, the structures chosen for discussion must be sufficiently flexible to accommodate various service providers (both internal and external to Santiago) as well as providing for change without major dislocations in the basic system organization.

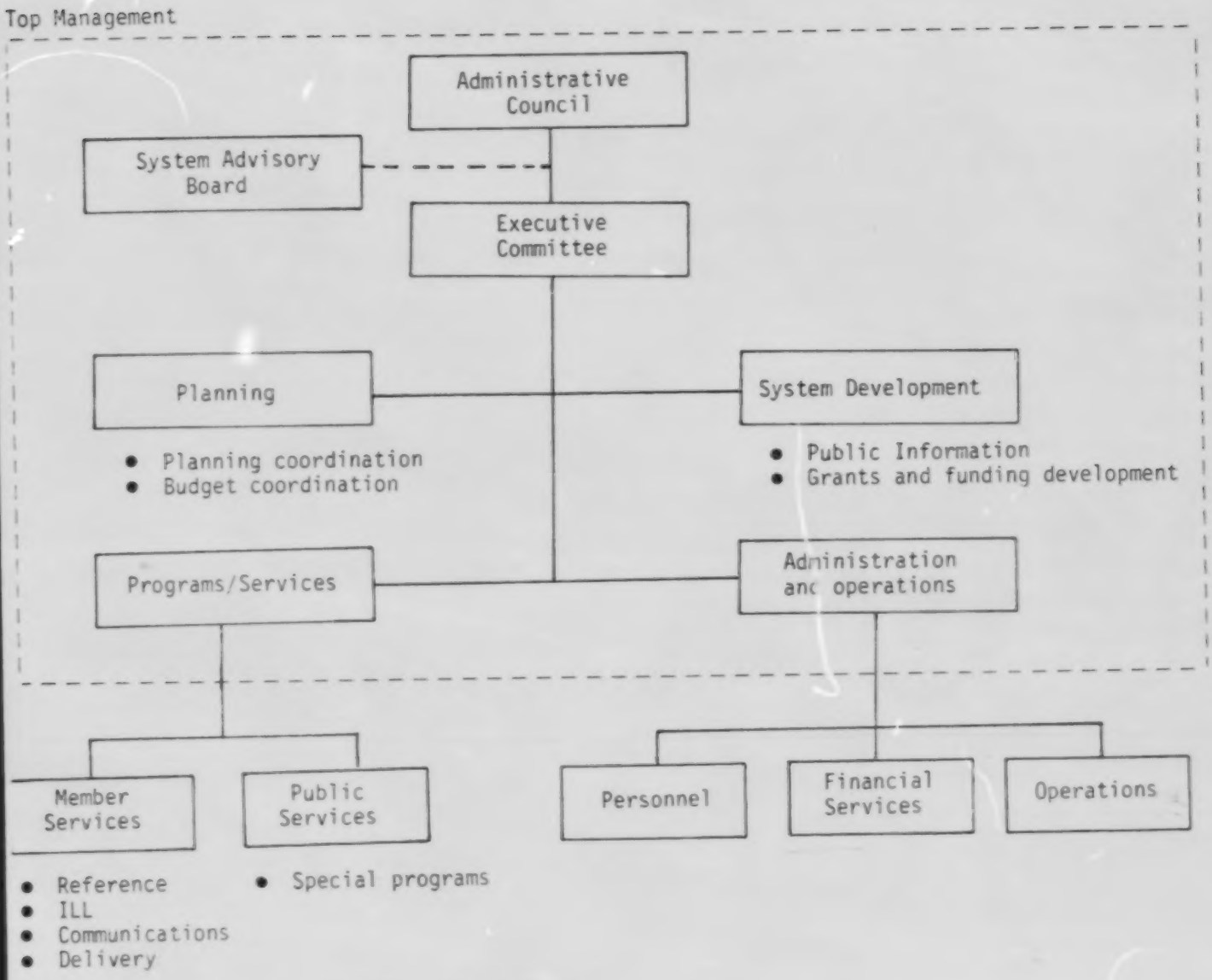
Following are three options for system organization that meet the specifications and performance objectives. Each of the three is a basic "type" and the Santiago System Administrative Council will want to consider modifications and/or add more options to bring an optimum organization plan into being.

The title "Executive Director" has been used as has "System Administrative Office". In the first case, Executive Director refers to an individual and the support office staff, which is necessary to provide management skills and services in the direct operation of the system.

The term "System Administrative Office" is used to designate the office that does not necessarily require management level staffing (depending on the amount of authority delegated by the Administrative Council).

Table 9b contains the suggested functional responsibilities for the Administrative Council, System Advisory Board, Executive Committee, Executive Director, Planning, and System Development positions.

COMMITTEE ORGANIZATION



Option 1: Committee Organization

A committee organization composed of five committees, with any mix of sub committees or service providers performing the various functions under each committee:

- Executive Committee, composed of the system chair and the chair of each of the other four committees
- Planning Committee, with responsibility for long/short range planning and budget coordination

- System Development Committee with responsibility for publicity/public information and grants/funding development
- Programs/Services Committee, responsible for the operation of service programs
- Administration/Operations Committee, responsible for personnel services, financial services and operations

Although it is the responsibility of the Administrative Council to determine policy and provide general administration for the system, the responsibility is delegated to the Executive Committee for directing system business on behalf of the council during the period between council meetings, particularly if meetings are held less often than monthly.

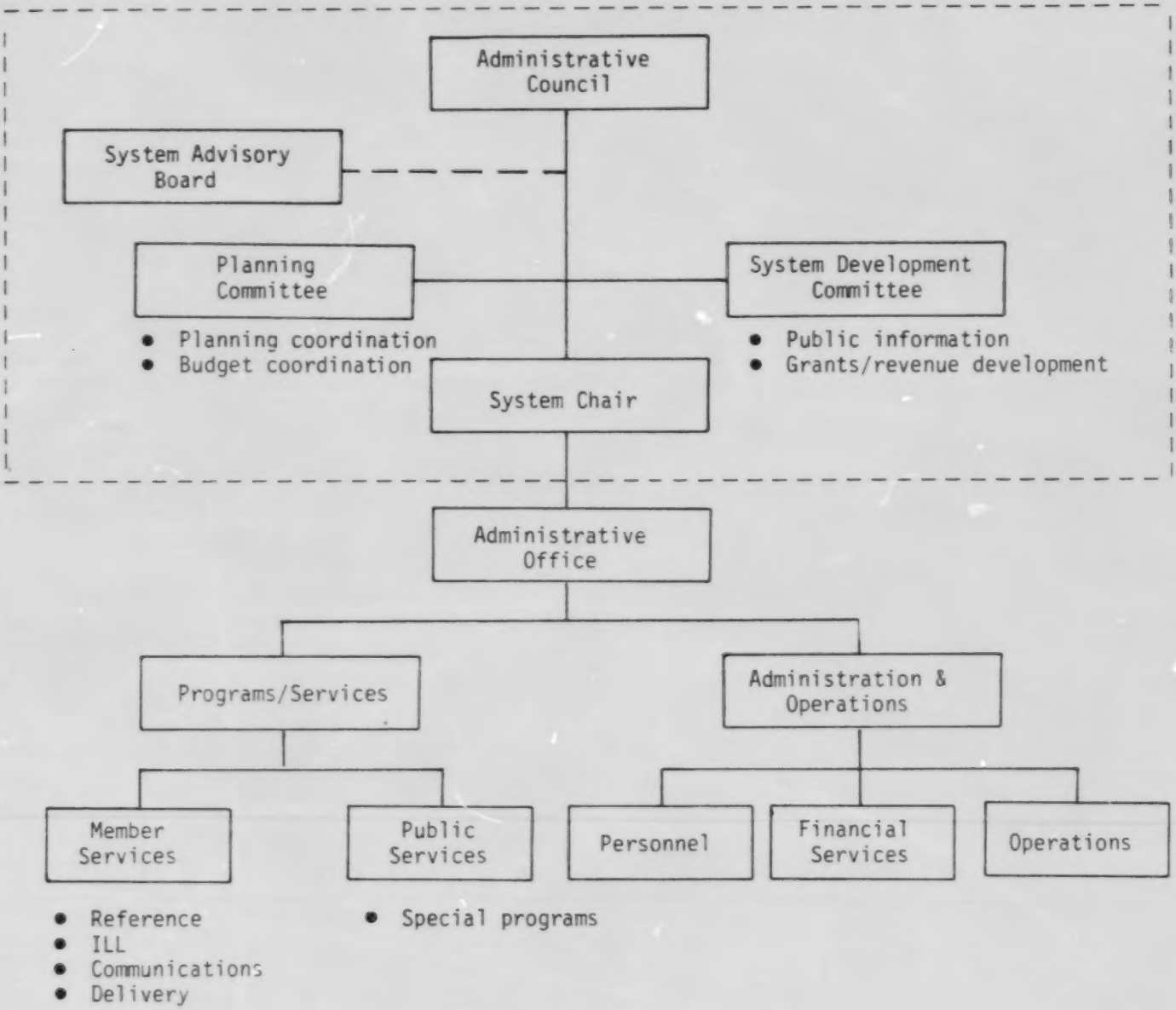
Under this option, the four operating committees may employ any mix of administrative "service providers" in the performance of their individual missions, and will be responsible to the Executive Committee and the Administrative Council.

ADVANTAGES/DISADVANTAGES:

This option allows for full participation of council on developmental and operating levels as well as effecting overall system policy. It also allows for very short lines of communication; however, it requires a heavy commitment in time and effort on the part of individual council members. A major consideration is that, since committee members must travel to meetings and act as an operating director of system activities, a significant amount of time must be spent away from a member's regular work thus, full regular

attendance at committee meetings might be difficult to maintain, which could result in loss of effectiveness. However, this organizational option can be maintained on an in-kind basis in the event of lowered revenues for system level administrative support.

ADMINISTRATIVE OFFICE/COMMITTEE ORGANIZATION



Option 2: Administrative Office/Committee Organization:

This structure is similar to option 1, in that it provides for a top management team composed entirely of administrative council members. The policy planning, and development functions are comprised of the Administrative Council, the chair of the council, and council committees (and an appropriate mix of other service providers as needed, e.g., fiscal agent, legal counsel, etc.).

However, this option also calls for the operational direction to be provided by an Administrative Office and, if appropriate, system staff, outside contractors, in-kind member contributions, etc. This is similar to the past practice in Santiago. The administrative office reports directly to the system chair, and is responsible and accountable to the Administrative Council. The day-to-day operational directing of the system programs would be delegated to the administrative office, within the framework of authority and guidance provided by the Administrative Council.

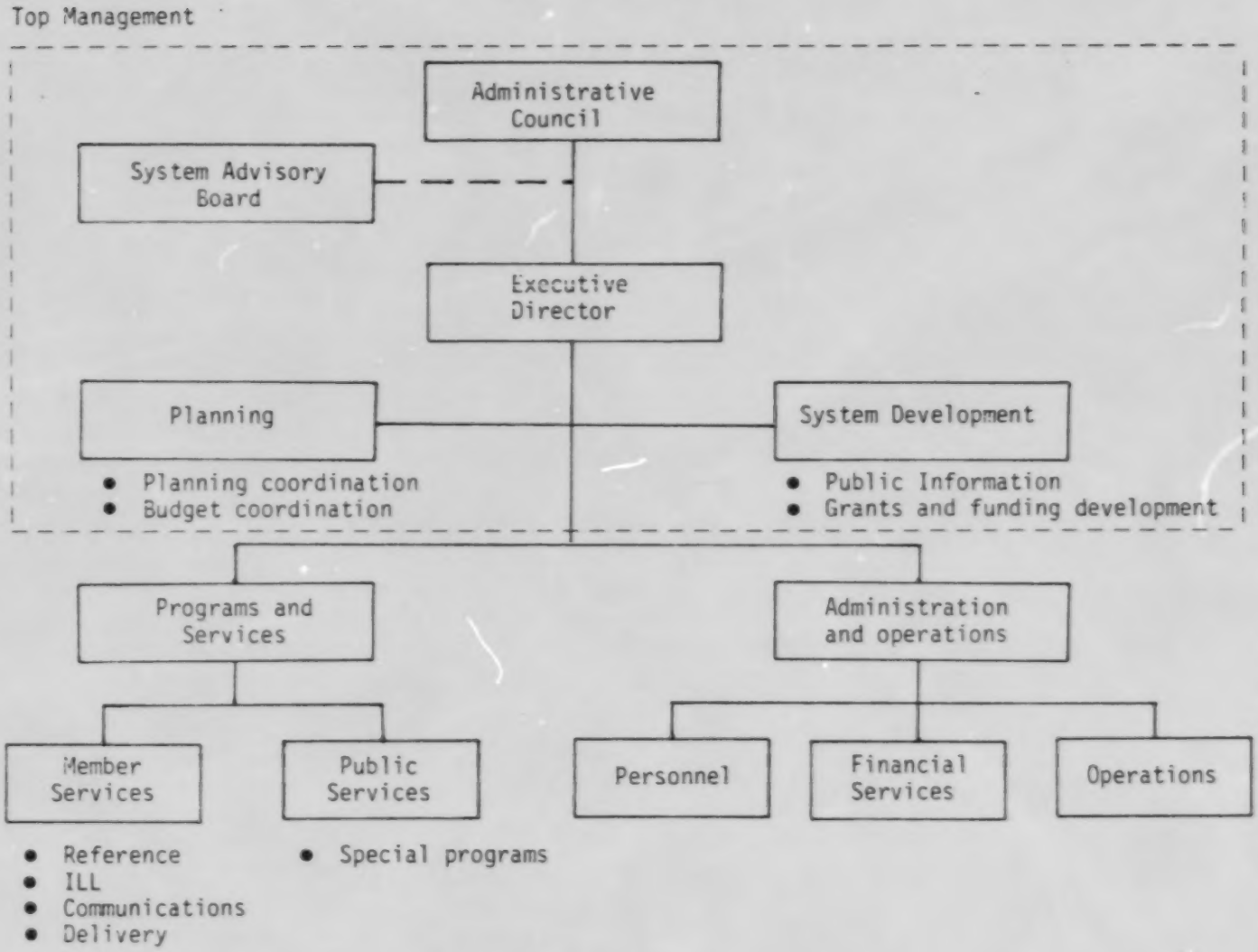
Advantages/Disadvantages:

This option provides for a centralized administrative office with direct accountability and responsiveness to Administrative Council and, at the same time, maintains the most advantageous features of committee structure.

As opposed to option 1, this organizational structure reduces the amount of time individual members of the Administrative Council must spend on operational detail. However, system staff may be more expensive than some other service providers (e.g., in-kind contributions or service contracts), and having system staff adds personnel administration functions.

A final consideration is that the lines of communication and accountability can be short and well defined, and it provides flexibility and availability of support staff in most situations.

EXECUTIVE DIRECTOR ORGANIZATION



Option 3: Executive Director Organization:

This type of structure provides for a central system administrative office headed by an executive director reporting directly to the Administrative Council (or System Chair/Executive Committee). In this organization, the executive director is included as part of the top management team and is delegated responsibility for implementing policy, directing planning and development as well as being responsible for the direct operational control of all system programs and services, subject to direction by the Administrative Council.

The council would delegate the necessary authority to the Executive Director, provide direction as required, and formulate/effect policy for the system.

The executive director would report regularly to the council on the status and direction of all systems, programs, services, financial status, and propose policy recommendations for consideration by the council.

As with the other options, operational activities can still accommodate mix of service providers for the various programs, services and functions.

ADVANTAGES/DISADVANTAGES

Generally, this option carries the same considerations for system staff as noted on pages 9-11/12. It provides for a centralized administrative office with direct accountability and responsiveness to Administrative Council. It also frees the Administrative Council to devote time to deliberate and formulate policies with flexibility and availability of staff in most situations. However the system staff may be more expensive than some other service providers (e.g., in-kind contributions or service contractors), and having system staff adds personnel administration functions.

KEY ISSUES/PROBLEM AREAS:

1. For successful implementation, the administrative functions and priorities should be clearly documented in the system plan of service, policy manual, etc. Necessary reporting procedures must be developed, and any staff involved selected and trained. Finally, a mechanism for regular monitoring of the performance of administrative services must be developed, using the suggested performance objectives as a basis. The overall structure should be examined on a periodic basis to ensure it remains responsive and efficient.

2. Planning, coordination, and evaluation, (three elements which comprise this function) are an unfunded component of the California Library Services Act (CLSA). The function has been funded through LSCA since 1974, as is the pattern in all other systems in California. LSCA is now threatened with extinction.

Table 9b

POSITION DESCRIPTIONS

The preceeding Organization Charts contain a set of boxes representing functional positions. These are representative of the general responsibilities for each of the positions. Any service provider can perform the functions noted except those of Administrative Council, System Advisory Board, or Executive Committee.

Generally, the responsibilities and make-up of the positions could be as suggested below or could be modified at the pleasure of the Administrative Council. The legal responsibilities of both the Administrative Council and the System Advisory Board are mandated and must be retained.

1. Administrative Council: The membership shall consist of the head librarian of each jurisdiction in the system. Duties of the Administrative Council shall invlude overall policy direction, general administrative responsibility for the system, adopting a system plan of service, and submitting annual proposals to the State board for implementation of the provisions of the California Library Services Act.

2. System Advisory Board: The membership shall consist of one resident appointed from each member jurisdiction. The duties of the Advisory Board shall include (a) assisting the Administrative Council in the development of a system plan of service, (b) advising the Administrative Council on the need for services and programs, (c) assisting in the evaluation of the services provided by the system (d) maintain contact with the several communities in the system area.

3. Executive Committee: The membership should consist of the Chair and immediate past chair of the Administrative Council, the heads of the Planning Committee and the System Development Committee, and such others as is deemed advisable. Duties of the Executive Committee may include the power to transact all regular business of the system during the period between meetings of

the Administrative Council (subject to any limitations specified by the Administrative Council).

4. Executive Director: The Administrative Council may appoint an Executive Director to be the administrative head of the system and to be in charge of the conduct of its affairs, subject to the direction of the Administrative Council. The Executive Director will make regular reports to the Council and perform such other duties as may from time to time be assigned by the Council. The Executive Director shall be an ex officio member of all committees unless otherwise provided for. The Executive Director shall be given the necessary authority and shall be held responsible for the administration of system in all its activities and departments, subject only to such policies as may be issued by the Administrative Council, or by any of its committees to which it has delegated power for such action. He or she shall act as the "duly authorized representative" of the council in all matters in which the council has not formally designated some other person for that specific purpose.

5. Planning: The Administrative Council may appoint a Planning Committee to be responsible for providing recommendations to the Administrative Council for setting priorities and goals for the system and shall provide recommendations for achieving these goals in an orderly manner. In addition, the Committee shall be responsible for supervising the management of the funds of the system and shall see that a proper program is developed and maintained for the effective use of system funds, including the development of a program of internal controls that produces information for the Administrative Council, reflecting the fiscal experience and current financial position of the system on a continuing basis.

6. System Development: The Administrative Council may appoint a System Development Committee to be responsible for public information programs and recommending to the Administrative Council the methods and plans for informing the various publics of the system area of the system programs and services. The committee shall also be responsible for development of a program of grants through various public and private agencies and organizations to further the plan of service of the system.

10. Citizen Involvement

A premise of this section is that library programs are benefitted and maintain their relevance in today's society through citizen involvement in the planning, presentation, and evaluation of public library service.

It is also a premise that the community itself can achieve understanding of the benefits and services of public libraries and be led to use them through the activities of organized library-support groups such as Friends groups, through Boards such as the Boards of Trustees of local libraries, and through System Advisory Boards.

The scope of this section is to explore ways in which a cooperative library organization, such as the Santiago Library System, can relate to the community served and promote active citizen participation in the planning and evaluation of library services.

The central focus of this investigation is citizen involvement through the System Advisory Board: its duties and activities as prescribed by law; the manner in which it can most effectively perform these duties; the support which can be offered by the Santiago Library System Executive Council; and the ways by which the public can use the SAB Board as a channel to the Santiago Library System Executive Council. The other formally-structured library citizen groups (Trustees and Friends), will be referred to as they interact with the System Advisory Board.

The study consulted various source materials, both external and those provided the Santiago System Council. In addition, questionnaires were developed and data were gathered by 33 telephone interviews with:

- 9 members of the Santiago SAB
- 10 Library administrators of Santiago system member libraries
- 9 Chairmen of Boards of Trustees
- 5 Presidents of Friends groups

CURRENT LEVEL OF SERVICE

At the time of this study, the SAB for Santiago found itself in a situation in which it was not yet functioning effectively either as a Board of individual members, or as an advisory Board to the Santiago Library System. Reliable communication between the SAB and the Santiago Executive Council was weak and there was a lack of organized communication among SAB members on meeting dates, meeting agendas, and meeting activities.

An effort to provide background information on system activities to the SAB had been made by system staff and some library administrators, acting as speakers at various meetings. Attendance, however, at these SAB meetings, for a variety of reasons, fell off, until for a year, no meetings were held at all. Meetings have now been resumed.

There are mandated duties outlined for the SAB in the California Education Code, Article 5, Section 18750, which states such duties shall include, but are not limited to:

a. assisting the Administrative Council in the development of the System Plan of Service;

b. advising the Administrative Council on the need for services and programs;

c. assisting the evaluation of the services provided by the System.

The California Administrative Code, Chapter 2, Article 3, Section 20145 (c), also describes further activities of the System Advisory Board:

a. Shall have regular meetings, open and accessible to the public.

b. Information about the meetings shall be disseminated in such a way and in such languages as the Advisory Board determines will most effectively inform the public of the Advisory Board's activities.

c. The Advisory Board shall maintain contact with the several communities in the System service area.

d. The Advisory Board shall provide for the position of a Chairperson, for the rotation of that position among the Advisory Board members.

The study revealed that System Advisory Board members, although highly motivated, are unclear as to how to facilitate citizen understanding and use of System services, and how, as a Board, to provide a useful service to the System and to the community. At the time of the interviews, many felt baffled and frustrated. Most had expected they would be asked for advice and were disappointed when it did not happen.

The SAB is not yet operating effectively either as a Board, or interacting effectively with the System Executive Council. There is a sense of waiting for someone else to do something, and consequently little has been accomplished. However, there are skills and energies existing among the SAB members as community representatives, as yet untapped. These strengths, if utilized, are a potent asset for both Santiago Executive Council and the community. As a Board, SAB members have not yet taken the initiative in using these abilities, or planning for their use.

To take this needed initiative, SABs need support, and flow of information from the System Executive Council, as well as recognition of the added potential and dimension they can bring to the System as community representatives. This needed level of support from the Executive Council, and from individual library members, is still developing.

The SAB, as well as the community as a whole -- individual library users, library-support groups, organized social and educational groups, advocacy groups -- lack understanding of the structure, programs, and funding of both public libraries, and cooperative library systems. They are not

aware of the full gamut of library services available to them, as groups or individuals.

There was no evidence from the interviews that the SAB was performing its mandated duties according to the State Education Code. Also, at the time of the interviews, there was no awareness on the part of the citizen groups as to whether services and programs of the Santiago Library System are responsive to community needs.

The principal implications of these findings is that a sense of group responsibility, identity, purpose, and activities needs to be developed by the SAB and Santiago Executive Council for mutual achievement of citizen involvement in the planning and evaluation of System services.

To bring this about, the following areas should be explored, strengthened, or clarified for both the SAB and Executive Council:

a. understanding and agreement upon SAB goals and objectives, by SAB members;

b. training activities for SABs;

c. planned coordination and cooperation between SAB and Executive Council;

d. clear definition of each (SAB and Executive Council) role as they relate to each other, and the relationship of the SAB with other community Boards and groups;

e. community input, through the SAB, to the Executive Council, in the planning and evaluation of System services;

f. a public relations program to link System programs directly to service benefits for the library user;

g. education of local library staffs in regard to System operations so they, in turn, can identify System benefits to SABs and to library users;

h. support from System member libraries for System programs and activities;

i. sufficient SAB meetings and activities to accomplish the SAB mission, and allow SABs to be knowledgeable about System activities and programs;

j. annual evaluation of System services and programs by SAB;

k. self-evaluation on a regular basis by SAB;

l. a recognition that SAB functions, in addition to mandated duties, are influenced and shaped by the needs of the local areas served by the System. No one SAB will design its program exactly like that of a neighboring SAB. SAB members are the eyes and ears of the particular System they are of part of, for the community they both serve.

The Santiago SAB represents a potential source of strength and assistance to the Santiago Library System. The opportunity to create energetic citizen support and use of System resource sharing and services is there. The Santiago Executive Council, likewise, has the opportunity and responsibility to turn this potential into constructive action. At the same time, SAB members, as appointed community representatives, share equally the responsibility to work with the Executive Council, and with each other, to ensure the best possible library service from the Santiago Library System for its users.

SERVICE SPECIFICATIONS:

To address the findings of this chapter, and their implications, three specifications are offered for consideration by the Santiago Library System. Later they are described more fully, with performance objectives, alternatives, pros and cons, and cost factors listed for each alternative.

1. In order to carry out its mandated duties, the SAB will work and communicate effectively as a group, and achieve a sense of identity, purpose, and value, as an Advisory Board.
2. SAB members will achieve understanding of cooperative public library service, structures, and funding (local, regional, and national), and be able to evaluate system activities knowledgeably.
3. The SAB will be recognized as an effective avenue for the community directly to influence and evaluate System operations and policy with the understanding that this will indirectly influence the availability of services at the local level.

PERFORMANCE OBJECTIVES:

1. __% of member attendance at SAB meetings.
2. Development of defined goals, objectives, purpose, activities, and a plan for annual self-evaluation by the SAB.
3. At least __% of the SAB's planned annual activities carried out.
4. An SAB representative invited at least annually to be on the agenda of that member's local governing body to report on system services and activities.
5. Each SAB member will know all fellow members of the System Advisory Board, both as individuals and as they relate in their role of SAB member to their sponsoring jurisdiction.

6. All SAB members (100%) will participate in a training program to gain an understanding of the system service environment.
7. Each SAB member (100%) will have knowledge of system activities, planning, performance, budget, and evaluation.
8. __% of SAB members will have the ability and willingness to make a presentation or report to governing bodies and community groups about the Santiago Library System benefits and services to the community.
9. Each SAB meeting will be attended by a representative of a Friends group and Board of Trustees in Santiago area.
10. Each SAB meeting will be attended by at least one representative of Santiago Executive Council.
11. An average of one agenda item for each SAB meeting will have been introduced by another library support group, non-library community group, or member of the general public.
12. The SAB will be on the agenda of each participating governing body (City Council, Board of Supervisors) at least once a year.

ALTERNATIVES:

There are three suggested alternatives for meeting the service specifications for citizen involvement that can generally be described as: I Proactive, 2. Current Method, and 3. Minimum Statutory Requirement.

ALTERNATIVE 1: PROACTIVE

SAB will take the initiative in re-organizing itself into an effective operating advisory board. There are a number of ways in which System Advisory Board members can move immediately into this activity. Some or all of the following are provided for consideration:

SAB officers will organize members of the Board to carry out designated duties on a regular basis. These include provision to all members of meeting announcements, coming meeting reminders, written agenda provided before and at the meeting, written minutes distributed soon after the meeting, copies of pertinent informational materials, publicity to the community concerning the meeting before and after it takes place.

The SAB will develop a written "mission statement" (purpose) with goals and objectives, time frames for anticipated annual activities, and a schedule annual self-evaluation review of its yearly activities. This will require interaction with members of the System Executive Board.

One special activity to be planned and prepared for carefully, is a reporting liaison role with governing agencies and with other organized community groups. Each SAB member will take responsibility for making a presentation to that member's local governing body, at least once annually, to report on system benefits and services. Preparation for this event could be in the form of a rehearsal with local library administrator, of System Administrative Council member, to ensure correct content and effective presentation.

Another activity is for the SAB to develop a directory of members with home and/or work addresses and telephone numbers, plus appropriate information concerning the structure, officers, scheduled meeting times and places of the SAB, System Executive Council, Boards of Trustees, Friends groups, and other appropriate community groups. The California Library Trustees and Commissioners STATE DIRECTORY, published by the California State Library, also lists the SAB members and alternates, and their addresses, for each cooperative library system in California. It could be used as a base for beginning the Santiago Library System SAB Directory. Some of the advantages of such

a local SAB publication include the provision of a handy tool with which to get to know each member; the flow of information between SAB members and Executive Council can be eased and speeded up; mail can be sent conveniently to home addresses, as requested by a number of SAB members in the telephone interviews.

A review of useful meeting techniques, or group process, by an outside trainer, or by SAB members themselves, could aid in efficient meeting procedures and agendas for the SAB. A planned, informal social event for SAB members, scheduled once a year, could be held in conjunction with an orientation program or Executive Council activity to promote improved relationships among SABs themselves and with System members.

A planned, sustained training program for the System Advisory Board can be established, with regular liaison activities scheduled with the System Executive Board.

Such training would cover national, regional, and local library concerns; review of the "state of the art" library developments; orientation to local and system programs, services, procedures, and governance; and a component concerning effective board operation and self-evaluation of board members.

A written orientation document would be provided by the System Executive Council with review and input from the SAB. There would be SAB liaison to all regular System Council meetings and other appropriate meetings. The liaison person would report to the SAB and maintain regular communication links between both Boards. The SAB and the System Council would participate in an annual evaluation of both organizations. There would be contact on the part of the System advisory Board with other SABs in the state to exchange ideas and information. To further understanding, SAB members would visit each system member library at least once during their term of office.

SAB will provide outgoing liaison contact with community through a variety of activities and public relations programs.

This where SAB members have the opportunity to make the System visible through their own activities in the community, and to offer the needed channel for user comment and reaction to System planning and programs.

SAB members could establish on-going liaison with organized social groups such as Rotary, League of Women Voters, advocacy groups such as Reforma, educational groups such as PTAs, to explain System services and programs which could benefit members of these groups, and to receive their input into relevant and useful System services.

SAB members could design and carry out public relations programs involving media throughout the whole community. Public relations planning could involve activities such as "PLAN YOUR LIBRARY WEEK," for all library users and potential library users: running the gamut from movies, authors, music, computer terminal demonstrations in the library, to meetings with organized groups to discuss actual long-range planning for services.

SAB members could provide a regular liaison with local Boards of Trustees, and Friends for reporting purposes, to receive input on satisfaction with System services, plus suggestions for additions, deletions, improvement.

SAB members could review and plan an annual training, communication, social event involving all library support groups, Trustees Board and library staffs.

ADVANTAGES/DISADVANTAGES:

These or similiar activities require interaction with members of System Executive Council to promote coordination and understanding between the two Boards. Additionally, there can be an increase in awareness and possible input from City Councils, County Board of Supervisors, local Boards of Trustees.

As community liaison, on a planned basis, SAB members furnish believable, non-vested interest, interesting spokespersons to other citizen groups.

A training program can be designed to provide up-to-date information regarding System benefits and activities. Staff and members of other library-supported groups could also benefit from an on-going System training program. Such training could provide SAB members with the opportunity to test-run future reports and presentations to other community groups and governing bodies.

A written orientation document for the SAB can be a valuable reference tool for all libraries. It can be updated with less effort than a continuing training program, or it can be used to reinforce the training program. (Note: the 1981 State Library publication, "Public Library Trustees and Commissioners TOOL KIT Orientation Guidelines" can furnish useful orientation material already assembled; also, the "North State Cooperative Library System SAB Orientation Notebook" is an excellent resource and model.)

However, initiating the program would require significant staff time in preparation and in operation. Sustaining it would require less staff time, but time required would be an ongoing cost factor in system operation. By establishing contact with other SAB groups, Santiago SAB might well find that other SABs have solved similar problems and designed programs which would be helpful to Santiago.

Visiting local libraries provides a vivid awareness of the differing needs and service problems of communities within the System. It provides, too, the opportunity to talk with all levels of staff, in addition to administrators. However much value this might have, group visits to individual libraries could consume the available meeting time, and individual visits would demand volunteered time from SAB members.

Coordination of local supporters for a System level activity could establish a pattern and identify volunteers to extend services at the local level. Decision makers, and professional libraries would experience first hand the value and creativity of lay input into library planning. It could also bring about increased community use of System programs and services, and consequent support areawide for System financial needs. This approach also lends itself to determine if system supported library programs, System, and even local, are responsive to community needs.

Here again, this alternative will require time and effort by citizen SAB members. SAB, representing the System, will need something solid to report on before appearing before other community organizations, so it must be accurately and well-briefed on System activities. Such a projected program will require a high level of commitment from SAB members. Staff time and publicity costs could become significant elements, and there is a requirement for extending information to persons and groups whose prior interest has been at neighborhood level. The additional requirement for dedicated volunteers contributing many hours of work could become a burden.

COST FACTORS

Training expenditures for volunteers travel expenses recognition activities for volunteers. Staff and SAB time; travel reimbursement for SAB members; personal SAB expense for such events as a social meeting (such expenses are not an appropriate use of public funding).

ALTERNATIVE 2 CURRENT METHOD:

SAB will continue to operate without an agreed upon mission and activity, which has been coordinated with the System Executive Council.

Under this alternative, SAB members will acquire information on their own concerning System activities, which will require a great deal of self-leadership on the part of Board members. A significant amount of time will be required for research on background information, and the information would then need to be verified and discussed with Administrative Council for full understanding. It would permit the SAB to continue as an independent, albeit token, advisory board, although citizens will provide input concerning library services through local libraries only.

ADVANTAGES/DISADVANTAGES:

The advantages/disadvantages of this alternative center around a maintainance of the status quo, which appears to be undesirable at best.

It would allow the individual SAB members to determine their own level of involvement. It has the additional advantage of requiring no additional activity on the part of the SAB or Administrative Council, other than that already being provided.

Although this may meet minimal legal mandated activity requirements for the SAB, it carries a number of disadvantages with it. Among these are:

Without regular involvement in and understanding of System activities, SAB members are not in a good position to explain services on relay ideas from users to the Executive Council.

Citizen input into System activities would very likely not be supplied. There would be no valid System evaluation supplied by the SAB, or confirmation of community use or reaction to System supplied services.

Continuing frustration of current SAB members toward the present situation can lead to dissolution of SAB. An ineffective Board, as viewed by the public and local Boards of Trustees, would

present a poor picture to the public of cooperative library systems.

Not all members would achieve necessary full background for effective service, and information would be uneven among Board members.

COST FACTORS

Supplies, printing, postage, publicity, staff time, reimbursement for SAB travel expenses.

ALTERNATIVE 3: MINIMUM STATUTORY REQUIREMENTS

SAB members will meet once a year to review System Plan of Service and evaluate services provided by the System. SAB members could continue current pattern of occasional description and explanation of system activities and programs from a system Executive Council member, or System staff member.

ADVANTAGES/DISADVANTAGES:

Although this is the least attractive of the three alternatives, it may meet the minimum legally mandated activity requirements, and provides only token response to mandated duties of SAB.

As the current level of SAB meeting procedure, there is no guarantee that all SAB members hear the same material, or receive the same level of continuing education. This option would call for less involvement than the current practices and could easily evolve into total inactivity.

Interaction with Executive Council members will occur. It is important to maintain this contact, since interaction with staff, rather than the Administrative Council, could bring incomplete information to SAB members. SAB members might feel incompetent to carry out mandated activities, such as evaluation, input, or planning with System Executive Council.

COST FACTORS

Reimbursement for travel expenses, time required for attendance of System Administrative Council member at SAB meeting.

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Palomour, Gellasai, and DeWath. A PLANNING PROCESS FOR PUBLIC LIBRARIES. Chicago, ALA, 1980.

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Other System Advisory Boards throughout the state are working out their individual "scripts," and one of the most successful ones is the North State Cooperative Library System. It has devised a useful, welcoming, and motivating orientation program for its System Advisory Board. Supporting that is an exceptional "System Advisory Board Notebook," and an accompanying "System Advisory Board Handbook." The latter is a concise summary of the "Notebook," with sections on "Definition of Terms," "What is a Public Library System Board," "What Does an Advisory Committee Do," "What An Advisory Board Has A Need to Know," and "Suggested Readings," - all in five pages with lots of white space for added notations.

What comes through loudly with this System, is the willingness of System Council to work with the System Advisory Board members, to listen to their questions, supply their needs, and then have the satisfaction and benefit of their assistance.

11. Networking

This section was originally to focus on organizational ways of enabling users of Santiago's public libraries to gain access to the resources and services of other types of libraries in the area. It was also to look more generally at the way intertype library cooperation might be organized. As the study progressed, however, a quite different focus emerged. This introduction will briefly describe the changed focus. Following that, key networking issues are discussed in more detail.

INTRODUCTION

As with the other aspects of this study, needs for intertype activity were explored under the central principle that underlies all cooperative activity: that activities are undertaken solely to improve libraries' capacity to meet the needs of the ultimate users of library and information services. This approach led to the unavoidable conclusion that the "networking" concept is identical to the system concept; all service benefits and characteristics of public library cooperation apply equally to intertype cooperation. And, given this identity of purpose, it became clear that no separate organization need be established to allow the system to draw upon all types of information resources in the service area.

Thus it was not logical that discussion of options for services which draw upon resources other than public libraries be separated from the public library service discussions in other parts of this study. For example, the study team found it did not make sense to explore ILL solely within the universe of the public libraries in the Santiago System in one discussion, and to explore ILL in the context of access to all resources in the area - and beyond - in a separate discussion. Similar findings occurred in the work on reference and other programs.

In addition the word "network" itself lends confusion. Here in California, many use this term as a synonym for formally constituted intertype library organizations. Indeed, most discussions of networking assume the existence of separate network organization which is somehow linked to the public library system. Furthermore, a "network" is generally considered to include only libraries, rather than a broader range of information providers. These limitations were abandoned during the study. The focus instead became how best to tap into the full range of area information resources, including non-traditional resources such as county health departments, consumer advocacy groups, and private individuals with special skills such as fluency in an uncommon language.

To avoid confusion with traditional networking definitions and better present this concept of a single cooperative framework for services, a new term is proposed: "Multi-agency Cooperation", or MAC for convenience. All information-providing entities can conceivably share their resources in some reciprocal fashion under the MAC concept, always with an eye to benefiting the citizens of the system service area.

The remainder of this discussion is founded on the MAC concept.

CURRENT LEVEL OF SERVICE

Until recently there have been three separate library network organizations operating in the Orange County area, in addition to SLS.

The first is the libraries of Orange County Network (LOCNET), established in 1974 with the aid of an LSCA grant. It provided for intertype reference and interlibrary loan services, as well as supporting communications, delivery, and training activities. The services were provided in coordination with system functions by the LOCNET Reference Center (which included ILL as well as reference).

The original 33 LOCNET members, representing public, school, academic and special libraries, have increased over time to approximately 100.

Organizationally, LOCNET is separate from the Santiago Library System, as

an association with its own constitution and by-laws. LOCNET services have been funded, staffed, and operated primarily from state and federal monies provided to SLS, and by LOCNET member in-kind contributions.

In November of 1981, the LOCNET center's professional staff resigned, and the center phased out direct centralized reference and loan service by the end of December, 1981. Many LOCNET members indicate they can no longer provide in-kind service as before. The current level of LOCNET service is in flux, and cannot be determined.

The second organization of the Santiago service area is the Orange County Library Association (OCLA), founded in 1920. It is primarily a social organization comprised of individual librarians from libraries of all types, rather than of individual library agencies. It did at one time compile and issue a union list of serials, using donated funds and services.

The remaining organization in the Santiago service area is the Public Library Administrators of Orange County (PLAOC). This comprises the library directors of all public libraries in the county, and predates the membership of those libraries in SLS. It focuses on local administrative concerns. Since the present focus of OCLA and PLAOC is not on networking, they will not be considered further in this report.

SERVICE SPECIFICATIONS FOR NETWORK SERVICES

The critical question is, what are the services needed by network members? Discussions with LOCNET members indicated that their users' service needs did not differ significantly from the needs of Santiago's clients. Some examples of those needs are:

- access to on-line services is needed by a high school librarian to identify needed curriculum materials, or by a company librarian whose legal department's small size doesn't justify costly subscriptions to legal data bases

- a university library needs technical nursing materials from a community college library
- a public library wants to refer a user to a nearby library for an engineering journal
- a community college library wants to find training in interlibrary loan procedures for its clerical staff

Upon analysis, it is apparent that these requitements fall into the same categories discussed in other parts of the study:

- access to collections
- question answering and referrals
- communications and delivery services
- administrative services

Those service needs are the same as the SLS-specific needs discussed in other parts of the study. Service specifications would be the same for serving intertype users as for serving public library users. In other words, no separate service specifications or performance objectives are needed for multi-agency cooperation services.

ALTERNATIVE STRUCTURES FOR MULTI-AGENCY COOPERATION SERVICES

Existing methods for multi-agency activity in California and other states were reviewed. The predominant pattern was of a separate network organization, such as LOCNET. But as mentioned at the beginning of this section, the study found that the desired intertype services can be provided without requiring a separate organization. People can be served through any information agency they approach, regardless of the type of information agency. The essential for multi-agency service is not organization, but access.

Such multi-agency cooperation includes any entity so long as and to the extent that it has an information-providing potential. Three examples of

information providers follow:

- a library of any type is almost exclusively an information-providing organization
- a county health department has a limited but very real information-providing potential, given the specialized materials it maintains
- a local individual bluent in an uncommon language can contribute that skill when needed in an information context.

Six possible methods to provide multi-agency cooperation services are described in Table 12d at the conclusion of Section 12, Legal Structures. Five of those alternatives do not require a separate organization: methods 1, 3, 4, 5, and 6.

On the other hand, one method (#2) calls for the establishment of a separate organization for multi-agency cooperation (MAC). If selected, this (or any) organization-based alternative method would have service specifications for the organization itself, distinct from the specifications for its use. Those organizational specifications are:

a. clear, user-focused service objectives. Without such clear statements, MAC participants and the public will not readily understand the value of MAC services
b. formal commitment from each participant
c. agreed upon protocols and procedures for MAC services
d. maximum use of existing funds and resources. Although this does not preclude seeking outside additions to the local or regional funding base, MAC can be effective based on existing resources
e. regular monitoring of MAC activities and services. A means of oversight is necessary if services are to remain responsive, and if MAC is to remain accountable to its users
f. require each member to contribute to supporting the cost of services in order to stabilize funding. This can be either by contributions

(weighted or not) or by payment for services. Reciprocity considerations are part of this determination.

g. equitable representation for all participants in MAC decision-making. This is axiommatic in cooperative groups. Examples from California include one member/one vote, as with California cooperative public library systems, or some type of weighting

h. minimum of hierarchical levels and switching points needed to bring MAC services to end users

i. regular communication with participants. This can be by e.g., newsletters or meetings

j. appropriate encouragement for participants to modify their own services to utilize others' services that are peripheral to their own users, while focusing on meeting the basis service needs of their primary user populations.

Performance objectives would basically be yes/no paraphrases of the organizational specification.

One implication of this is if Santiago wishes to use LOCNET as its vehicle for multi-agency cooperation, LOCNET should be modified to meet those organizational specifications and performance objectives.

A FINAL CONSIDERATION

Whether organized within or outside the cooperative system umbrella, multi-agency cooperative services are improved if there is participation by agencies of all types, including non-library information providers. Available resources and expertise will be overlooked unless channels to all types of agencies and individuals are explored. The more MAC participants are aware of all resources both in the area and beyond which can be tapped through the public library system, the more effectively those resources can be used to the fullest. Full

participation in the planning of MAC services by public libraries and a representative group of other information providers ensures that every resident can receive the benefits of multi-agency cooperation.

12. Legal Structures

The study reviewed the existing Joint Exercise of Powers Agreement (JEPA) establishing the Santiago Library System, as well as selected agreements of other cooperative organizations. It examined available alternative legal structures and explored their relative advantages and disadvantages. It should be noted that this discussion of alternative legal structures is undertaken with one very important disclaimer: It is not within the scope of this study to provide legal advice to the cooperating library members of the Santiago Library System or any System. Should changes to the legal structure of the Santiago Library System be found desirable by the member libraries, each participating jurisdiction should consult its own legal counsel with regard to specific terms and conditions.

CURRENT LEGAL STRUCTURE OF SANTIAGO

The Santiago Library System is organized as a separate public agency under a Joint Exercise of Powers Agreement among the public libraries of Buena Park Library District, Placentia Library District, Yorba Linda Library District, Huntington Beach Information and Cultural Resource Center, Newport Beach Public Library, Santa Ana Public Library, Anaheim Public Library and Orange County Public Library, Fullerton Public Library, and Orange Public Library. Orange County is designated as fiscal agent, and as such, enters into contracts and other administrative transactions on behalf of Santiago Library System.

Alternatives for System Legal Structure in California

The CLSA (Section 18710(c) of the Education Code) contains only one requirement relating to the legal structure of systems, as follows:

> "(c) 'Cooperative Library System' means a public library system which consists of two or more jusisdictions entering into a written agreement to implement a regional program in accordance with this chapter, and which ... was designated a library system under the Public Library Services Act of 1963 or was a successor to such a library system." (Emphasis added)

Moreover, "jurisdiction" is defined in the chapter as a

> "county, city and county, city, or any district which is authorized by law to provide public library services and which operates a public library". (Section 18710(i) of the Education Code):

The language - "two or more jurisdictions" - would appear to preclude as the legal structure for a system any type of library consolidation resulting in a single jurisdictional agency, such as might be accomplished through formation of a special district. Further, the language requires that the parties to the agreement be public jurisdictions, which would appear to preclude the consideration of a non-profit corporation (which can be established only by individual persons, not public agencies) as an alternative legal structure for CLSA purposes.

It appears then, that the alternatives available to systems under the CLSA are a Joint Exercise of Powers Agreement, enabled by Govt. Code 6500 et seq., or a "simple written agreement among the jurisdictions based on the authority of public agencies to enter into contracts in furtherance of their express and implied powers".*

*Informal Advice, Mary Michel, Deputy Attorney General, dated August 20, 1980.

The chief difference between a simple written agreement and an agreement entered into under the Joint Exercise of Powers Act is that the latter may create a separate legal entity separate from the agreeing parties. Some of the structural characteristics of Systems established under each are shown on the following table:

Table 12a

A. Written Agreement	B. Joint Exercise of Powers Agreement
1. A separate public entity is not established.	1. Separate public entity <u>may</u> be established, which:
2. One party to the agreement is designated (fiscal and/or administrative agent) to act on behalf of all parties in such matters as contracting, employing, receiving and disbursing public funds.	a. may itself as an entity enter into contracts, and own or dispose of property,
3. The powers exercised are those of the designated party (agent), but may be limited by the agreement.	b. may itself as an entity employ staff,
4. Review and audit requirements may be established by the agreement, or be those of the agent.	c. may designate a party to the agreement as "fiscal agent",(1)
	d. may authorize the entity to appoint a "fiscal agent" from among the parties to the agreement,
	e. "Fiscal Agent" may be custodial only,
	f. "Fiscal Agent" may be provider of full fiscal/administrative services, and act on behalf of the parties.
	2. Separate entity may not exercise powers which are not held commonly by the parties.
	3. Review and audit requirements of Gov. Code 6500 et seq. must be complied with, and provided for in the agreement.

(1) "Fiscal Agent" is used in this context and for this analysis to reflect the aggregate of Treasurer, Controller and Auditor requirements of Government Code 6500 et seq., although the requirements for each are not identical to one another. This analysis does not attempt to explore the multitude of configurations for allocation of fiscal responsibilities possible under a Joint Exercise of Powers Agreement. Such allocation is discussed in Section 9, Administrative Services.

Under a simple written agreement which does not establish an independent entity (system), it is required that one specifically designated party (jurisdiction) to the agreement be empowered to act on behalf of all the parties (be agent for the system). In that case, all activities which the cooperating library members wish to undertake are subject to the restrictions of charter, statute, ordinance, regulations and procedures governing the operations of that single designated jurisdiction. An example of how this requirement might affect system business would be when a system organized under such a written agreement needed to contract with a private consultant to conduct a study of the feasibility of a joint circulation system. If, under its charter, the jurisdiction designated as agent were prohibited from securing such services other than through the civil service system, the agent, in this case, could not act in the system's interest due to its own constraints. It should be noted, however, that a number of systems have operated successfully, with flexibility, under simple written agreements of this sort, or even with a joint Exercise of Powers Agreement in which the system itself is not empowered to act in its own behalf. The above example is offered as a worst case situation that could be avoided by a legal structure which empowered the system, as an independent entity, to establish its own procedures.

Legal Structure of Other California Library Systems

Table 12b displays the legal structures of California's existing cooperative library systems, and notes the characteristics of their agreements as outlined in Table 12b preceding.

Table 12b

System	Characteristics
1. Bay Area Library and Information System(1)	A. 1. 2. 3. 4.
2. Black Gold Cooperative Library System(1)	B. 1. c. f. d. 2. 3.
3. 49/99 Cooperative Library System	B. 1. c. 2. 3.
4. Inland Library System	B. 1. c. d. f. 2. 3.
5. Metropolitan Cooperative Library System	B 1. c. f. 2. 3.
6. Monterey Bay Area Cooperative Library System	B. 1. c. f. 2. 3.
7. Mountain Valley Library System	A. 1. 2. 3. 4.
8. North Bay Cooperative Library System	B. 1. a. b. 2. 3.
9. North State Cooperative Library System(3)	A. 1. 2. 3. 4.
10. Peninsula Library System	B. 1. a. b. c. e. 2. 3.
11. San Joaquin Valley Library System(2)	A. 1. 2. 3. 4.
12. Santiago Library System(4)	B. 1. b. c. f. 2. 3.
13 Serra Cooperative Library System(1)	A. 1. 2. 3. 4.
14. South Bay Cooperative Library System	B. 1. a. b. c. f. 2. 3.
15. South State Cooperative Library System(1)	B. 1. c. f. 2. 3.

(1) A new agreement is being developed.

(2) This structure is based on a series of bi-lateral agreements between the "fiscal agent" and each of the members.

(3) The "Plan of Service" constitutes the written agreement.

(4) With regard to contracting, System may contract with its members; the fiscal agent contracts with outside parties.

The data in Table 12b above do not reflect all variations in the terms of the fifteen agreements, nor all organizational structures of the fifteen systems. The characteristics displayed relate only to the differences which derive from the extent to which systems avail themselves of varying degrees of autonomy.

All of the cooperative library systems in California currently provide the services and perform the functions required by CLSA, as outlined in prior chapters. This discussion is not, however, limited to CLSA-required services and functions. All of the systems do provide or have provided a range of other programs not required by CLSA. Therefore, it can be assumed that any of the various legal structures in place at this time allow the offering of programs or services beyond those funded or required by CLSA.

LEGAL STRUCTURE SPECIFICATIONS

The extent to which a system elects to offer a greater number of services has depended and will continue to depend on identified client needs in the system service area, the extent to which cooperating member libraries are able and wish to use the system to respond to those needs, and the resources available to the system. These issues must be resolved by the system in response to prevailing conditions.

Notwithstanding CLSA eligibility, the legal structure for a system depends very much on what the system administrative council agrees it wishes to be or to do. The legal document which establishes the system should express that overreaching goal, and the structure which it establishes should be one which facilitates its realization. Neither the documents supplied by the Santiago Library System nor the data collected by CSL study team members in this effort reveal any definitive expression of agreed-upon overall system purpose(s). Therefore, discussion of specifications will be general to the legal structure of systems, and not specific to the Santiago Library System. The specifications (or desirable characteristics) of a legal structure which have been developed are those which can best serve the purposes of the cooperating members, in whatever ways service needs and political/economic conditions may be manifested

over time. The legal structure should provide the maximum flexibility for the system while protecting the local or jurisdictional autonomy of all cooperating members. The following specifications are proposed for a system legal structure:

1) Is compatible with system's expressed goals.
2) Allows system to respond with ease to changing program or administrative needs.
3) Enables system to generate a variety of revenues (LSCA, CLSA, other federal and state programs, payment for services, contracts, levies/fees, gifts and donations, sales, etc.).
4) Protects member jurisdictions from liability for acts of the system.
5) Protects autonomy of member libraries as necessary.
6) Provides for ownership of assets and their disposition in case of system dissolution.
7) Allows expansion or retraction of membership with minimum effort.
8) Specifies accountability for service delivery and management of funds.
9) Enables system to access all area information and library resources.

PERFORMANCE OBJECTIVES

For each of the above specifications for legal structures, at least one measurable objective has been identified as follows. Though each objective is expressed as an unspecified percentage, in accordance with the M.O.U., it is likely that many of these objectives will be viewed as all-or-nothing propositions, with 100% or 0% adopted as the desired rating.

_____% of lawful system decisions are legally capable of execution.

_____% of programs and activities approved by the Administrative Council are legally capable of execution within the time required.

Available and potential revenue sources are legally capable of being tapped for system use _____% of the time.

_____% of legal actions against members are successful.

For ___% of assets contributed to the system or purchased with system

funds, a process exists for the system to specify ownership or disposition.

_____% of membership changes can be accomplished without the necessity of seeking approval of signatory jurisdiction governing bodies.

Accountability for service delivery and management of funds resides in the same body (System Administrative Council) for _____% of services and _____% of system funds.

_____% of system attempts to interact formally or informally with area information and library resources are not inhibited by system legal structure.

ALTERNATIVE METHODS

Based on the above specifications and performance objectives, the following matrix of alternative methods for establishing a system legal structure has been developed (Table 12c). The alternative methods are displayed on the horizontal axis, the specifications on the vertical axis. The letters represent a subjective rating of how well the alternative methods can be expected to meet the specifications.

Specifications	METHODS			
	JEPA (assuming a separate public entity (System) is established			
	System Acts on its own behalf in contracting, etc.	Agreement Designates a member as full "fiscal agent"	Agreement Authorizes itself (System) to designate or change designation of fiscal agent	Written Agreemen
1. Compatible with Systems' expressed goals.	A	C	B	C
2. Allows System to respond with ease to changing program or administrative needs.	A	C	B	C
3. Enables System to generate a variety of revenues (LSCA, CLSA, other federal and state programs, payment for services, contracts, levies/fees, gifts and donations, sales, etc.).	A	C	B	C
4. Protects member jurisdictions from liability for acts of the System.	A	A	A	A
5. Protects autonomy of member libraries as necessary.	A	A	A	A
6. Provides for ownership of assets and their disposition in case of system dissolution.	A	B	A	B
7. Allows expansion or retraction of membership with minimum effort.	A	A	A	A
8. Specifies accountability for service delivery and management of funds.	A	C	B	C
9. Enables System to access all area information and library resources.	A	B	B	B

A Good likelihood of success
B Probable likelihood of success
C Small likelihood of success

12-9

Table 12c

One of the specifications identified above merits special discussion. "Enables system to access all area information and library resources."

The issue here is how the system can facilitate its interaction with libraries and other information providers who are not public libraries and are therefore not eligible to be members of a system as defined by CLSA. It has been assumed that systemwide multi-agency cooperation can best be achieved by the system's acting on its own behalf. Alternatives which would depend on independent interaction between individual public libraries and other types of agencies are specifically omitted from consideration. The alternative methods for facilitating multi-agency relationships are displayed in Table 12d with the relative advantages and disadvantages of each. This builds on discussions in several preceding chapters of multi-agency cooperation as a means of enhancing the effective delivery of services to the users of the cooperating member libraries of the Santiago Library System.

METHODS	ADVANTAGES	DISADVANTAGES
1. Series of bi-lateral service agreements between system and others (subscriptions, contracts, reciprocal or for fees).	Clear channel to special resources. Recourse if service below expectations. Avoids organizational complexities and overhead. Facilitates access to all types of information providers.	May not exploit total resource base. Does not promote resource sharing among other than public libraries (the System).
2. Establish or participate in an intertype organization (non-profit corporation, association).	Facilitates participation and access by all types of information providers. Could attract funds (grants, etc.) for organizational programs. Serves user at library of choice rather than public library only.	Overhead costs (e.g., meetings, etc.) protocols, by-laws, member communications. May not exploit total resource base.
3. Contract for services with an intertype organization (non-profit corporation).	Maximizes access while avoiding organizational duplication. (No overhead). Recourse if service below expectations. Could receive services and benefits of broader based organization.	May not exploit total resource base.
4. Exploit other externally funded resource programs (e.g., SCILL, CLSA/ILL).	No overhead (outside entity makes arrangement).	Finite universe. Funding may not be stable (e.g., SCILL)
5. Contract with other externally funded resource sharing programs (e.g., SCAN, other System Reference Center).	Avoids duplication (no overhead). Recourse if service below expectations.	Finite universe. Funding may not be stable. No input mechanism.
6. Ad Hoc.	No overhead.	No predictable service delivery.

Table 12d

13. Implementation

The ten program/service sections of this study describe a wide range of alternatives for change. It is essential to plan carefully for the implementation of those alternatives in order to preserve uninterrupted provision of services. Obviously, everything cannot be done at once; therefore, a carefully considered and sequential implementation plan is necessary. In this area too, the Santiago Library System has a choice of approaches. However, a suggested plan is outlined below.

I. REVIEW AND REACH CONSENSUS ON EXISTING SERVICE NEEDS.

II. IDENTIFY THE PRIORITY ORDER IN WHICH CHANGES TO SYSTEM PROGRAMS, SERVICES, AND/OR STRUCTURES WILL BE CONSIDERED. Criteria should include such items as (1) specific existing deadlines (such as June 30, 1982, ending date for the SLS/SCAN service agreement), (2) what services/programs/structures need to be in place before next level changes can be made, (3) what areas of services/programs/structures are clearly in need of change (4) what areas can be left "as is" without negative effect.

One such possible priority list would be:

Program/Service	Comment
A. Reference Services:	Action must be taken prior to the June 30, 1982 ending date of the SLS/SCAN service agreement.
B. Citizen Involvement:	SAB duties include assisting in the development of the System Plan of Service, and advising on the need for services and programs. This is currently an unmet CLSA requirement.

Program/Service	Comment
C. Administrative Services:	An early decision on this point will enable SLS to have a framework of administrative support for the development of subsequent services/programs.
D. Cooperative Lending:	Aspects of items D, E, and F must be considered as a whole due to the implication each has to the others.
E. Networking	
F. Legal Structure	
G. Special Services:	This also is an area of unmet needs but will require the preceeding elements to be in place for proper development.
H. Communications	
I. Delivery	
J. Discretionary Services	

III. MATCH THE ALTERNATIVES AGAINST THE SERVICE SPECIFICATIONS/PERFORMANCE OBJECTIVES. Select the option that will best meet the service specifications/performance objectives within the framework of reasonableness of cost and other key issues. If,at this point, no single alternative is acceptable, existing alternatives must be modified or new alternatives developed.

IV. DEVELOP A MONITORING, REPORTING, AND EVALUATING MECHANISM TO ASSURE AVAILABILITY OF ADEQUATE INFORMATION FOR THE ADMINISTRATIVE COUNCIL'S ONGOING DECISION-MAKING. Once each service/program/structure is in place, it is essential that key information be recorded on a regular and continuing basis in order for the Administrative Council to evaluate the progress for timely adjustments to be made, (if necessary).

SANTIAGO LIBRARY SYSTEM
A LIBRARY COOPERATIVE
431 CITY DRIVE SOUTH
ORANGE, CALIFORNIA 92668
(714) 634-7841

November 5, 1981

Gary E. Strong
California State Librarian
California State Library
Library Courts Building
P. O. Box 2037
Sacramento, Ca. 95809

Dear Gary:

The Santiago Library System requires consulting assistance for a complete review of all programs, services and structures. With a final report outlining the following:

- Alternative structures
- Comparative costs of each
- Comparative advantages/dis-advantages of each

As you are aware we have no professional system staff currently employed and the system services are being performed by Cooperative Board Committees, individuals and by contract agreement for reference service with Los Angeles Public Library/ SCAN. Therefore, it is imperative that we obtain immediate assistance in designing the best possible structure of system programs. We request consulting assistance from the California State Library to assist us in this effort.

Jim Henson, State Consultant, has indicated that you would be willing to provide a State Library Study Team that could perform this activity and complete the work no later than March 1, 1982. Please advise us of your decision at your earliest convenience.

Best Regards,

David Snow, Chairman
Santiago Library System Council

DS:rk

Memorandum of Understanding

Study to be Performed on behalf of the Santiago Library System (SLS) by the California State Library (CSL)

December 2, 1981

1. Purpose:

The purpose of the study is to examine and provide alternatives and comparisons of potential SLS structures, programs, and services, in order to best serve the needs of the community and member libraries.

2. SCOPE:

The study will provide costs and advantages/disadvantages of alternatives for the following structures, programs, and services, which will be specific to the SLS service area:

A. Legal Structure
B. Governance
    1. Policy Management
    2. Admin. Management
C. Organizational Structure (Personnel, Acct., etc., POSDCORB)
D. Programs/Services
    1. CLSA Reference
    2. CLSA Communications
    3. CLSA Delivery
    4. (CLSA SAB)
    5. CLSA Other
    6. Other
    7. ILL
    8. Special Services
E. Network
    1. Structure
    2. Organization
    3. Services
    4. Funding
F. Citizen Involvement (SAB, etc.)

3. The California State Library, working cooperatively with SLS and LOCNET members, will produce and deliver a final report in conformance with the purpose and scope of the study.

4. SLS member libraries will designate individuals to provide support for the study, including consultation, data gathering, analysis, arrangements, and such other assistance as is necessary for the success of the study.

5. Outside (third party) experts shall be used only for such purposes and for such times as shall be mutually agreed by SLS and the State Library. All expenses connected with the use of outside experts shall be approved in advance by SLS and the State Library. All such expenses shall be the responsibility of SLS; not to exceed $7,500.

SCOPE: (continued)

6. Delivery Date: The California State Library shall deliver a final report to SLS in fifteen (15) copies by March 1, 1982; including one camera-ready quality master copy.

7. Following delivery of the final report, the California State Library will provide the necessary technical assistance for analysis, evaluation, and implementation of future services and structures of SLS.

8. SLS shall approve the form and scope of the final report prior to delivery of the final report.

9. Ownership: The final report shall be a government document, published in the public domain, that shall not be sold for profit. CSL shall be responsible for providing copies of the final report to depository libraries in conformance with the "Library Distribution Act."

10. Distribution and/or duplication of additional copies of the final report shall be the responsibility of SLS. SLS shall be under no obligation to reproduce and/or distribute additional copies of the final report.

11. During the progress of the study, all inquiries by outside parties for information regarding the study shall be directed to SLS.

12. SLS and CSL shall each designate a contact person who shall have primary responsibility for all communications relating to this study.

13. Any changes to this memorandum shall be in writing and shall be agreed to by both parties.

14. The structures, programs, and services (paragraph 2 above) are defined in "scope statements", which are attached and are considered part of this agreement.

By: Gary E. Strong
California State Library

Date: December 1, 1981

By: [illegible]
Santiago Library System

Date: Dec 2, 1981

JH:slm

Attachment to "Memorandum of Understanding" - dated 12/2/81

Santiago Study - Revised Scope Statements

Following are revised Scope Statements, for internal working purposes only, until such time as they are approved by the Santiago Council.

A. Legal structure. This will review the existing Joint Exercise of Powers agreement (JPA) and selected JPA's of other cooperative organizations, and explore other methods of organization (e.g., non-profit corporation).

B.1. Governance - Policy management. This will review the existing ways policy is developed and exercised, including the role of the System Council and System Council meetings and agendas; other named functionaries in the JPA (e.g., the Fiscal Agent); and System or member library staff. The role of relevant statutes and funding bodies (e.g., CLSA/CLSB) will be explored.

Policy management factors involving user involvement in advisory or other roles will be largely covered in F., Citizen Involvement.

B.2. Governance - Administrative management. This will review the general way in which the System administers itself. Examples might include having an administrative officer who would be a System employee; dividing all tasks among member libraries; contracting out; committees; etc. It will include the necessary elements of a management information system and other factors that give the System oversight over its programs. Review of the System Plan of Service will be included.

This element will also describe how day-to-day supervision of System programs is provided, and the responsibilities and functions of those involved.

C. Administrative Functions. This will review the ways in which administrative services and resources are provided to support System programs. Examples include:

- Communications (e.g.; member/staff newsletter; publications)
- Data collection and organization (both program and administrative)
- Fiscal services (budget preparation and monitoring; receipt and disbursement of funds; audits; payroll; claims; etc.)

- Grants administration (to the extent not directly in D., Programs)
- Legal services
- Personnel (recruitment; salary; benefits; Affirmative Action; etc.)
- Property, equipment and supplies (procurement, maintenance, inventory)

The Santiago System Administrative Policy Manual will also be reviewed.

D.1. CLSA Reference. The System's program under Educ. Code secs. 18740 and 18741, and Administrative Code Title 5, secs. 20150 and 20151, will be reviewed. Develop alternative structures for delivery of reference services, each alternative structure to include advantages and disadvantages and costs.

One of the alternatives is to be the structure previously in place.

Factors to be considered in developing alternative structures are: (1) Requirements of the Library Services Act; (2) Reference services provided by member libraries; (3) Reference functions performed by system staff, possibly including training, question answering, I & R, finding tools; (4) Availability of funding; (5) Other information services available, and (6) Service needs for the area served by the Santiago Library System.

D.2. CLSA Communications. The requirements and methods of providing service and administrative communications between System members under Educ. Code sec. 18745, as well as between the System, its members and other agencies both within and outside the System area, will be reviewed. It is expected this review will focus on the appropriateness/costs of the present structure, consider possible avenues of improvement to be explored, but not explore those alternatives in depth.

D.3. CLSA Delivery. The requirements and methods for delivering materials, hard-copy communications, etc. between System members under Educ. Code sec. 18745, and between the System and its members, as well as other agencies both within and outside the System will be reviewed. It is expected this review will focus on the reasonableness of the present structure, consider possible avenues of improvement to be explored, but not explore those alternatives in depth.

D.4. CLSA System Advisory Board. (This will be examined under F., Citizen Involvement.)

D.5. CLSA Other. The programs and potentials of Equal Access, Universal Borrowing, Statewide Communications and Delivery, State Reference Centers, and Data Base development will be reviewed.

D.6. Other Programs. This will review and explore provisions of indirect services to member libraries or other agencies and direct services to the general public, as distinguished from direct services to special client groups (which is covered in D.8. Special Services). Examples of services and programs include training; specialized acquisitions and cataloging; graphics; bulk purchases; etc. Possible methods include grant programs (e.g., LSCA, NSF); contract services for members and/or other agencies in the area; system-wide volunteer or in-kind programs; and others.

D.7. Interlibrary Loan (ILL). This will explore ways in which the System might assist its members in those aspects of filling ILL requests that are not included in other elements of the study. Verification, protocols, and procedures, locations for holdings not available on-line, etc. may be included.

D.8. Special Services. This will discuss possible roles for the System in developing direct system services to special client groups. The responsibility of federal, state and local funding sources will be outlined. Indirect service programs that address similar concerns will be included in D.6. Other.

E.1. Network - Structure. This will explore the form in which relationships between all libraries in the area are pursued. It will discuss the nature of the Libraries of Orange County Network (LOCNET). It will also discuss the relationships with each other of the System, LOCNET, or other intertype arrangements, Public Library Association of Orange County (PLAOC), and the Orange County Library Association (OCLA).

E.2. Network - Organization. This will review the methods for promoting and administering interlibrary relationships in Orange County. Examples might be Councils, Congresses or Network Administrators. Possibilities to be explored include the Santiago Library System continuing its present identity separate from LOCNET; an organization that replaces both in some fashion; or others.

E.3. Network - Services. This will explore the services and benefits that a network in Orange County can provide its members and/or others. Examples include interlibrary loan, training, reference referral, and brokering.

E.4. Network - Funding. This will examine possible sources of support for network-type services. Examples include reciprocal arrangements, fees, and others.

F. Citizen Involvement. This section will explore ways in which a cooperative library-support organization, such as the Santiago Library System and LOCNET, can relate to the community served, and involve active citizen participation. The current Santiago System Advisory Board (SAB) structure and program will be reviewed, and suggestions for future productive activity provided. Ways to build a broad range of mutually beneficial system-resident relationships will be recommended.

Santiago System Public Library Members
Data from Public Library Report 1981

Library	Population served	Total outlets 1981-82	Staff FTE 1981-82	Materials expenditures 1980-81	Operating expenditures 1980-81	Total volumes	Total circulation	Interlibrary loan		Total reference
								borrow	lent	
Anaheim	225,100	5	93.73	$309,927	$2,558.682	435,540	1,005,785	1,280	1,389	110,504
Buena Park L.D.	64,100	6	29	102,517	805,756	132,926	298,620	131	606	24,731
Fullerton	103,500	17	58.2	175,882	1,406,144	197,036	873,246	1,314	1,191	82,392
Huntington Beach	172,800	4	38.5	179,055	1,791,268	292,452	796,695	590	698	66,917
Newport Beach	65,200	4	39.4	101,630	1,057,610	179,756	551,504	2,129	490	77,478
Orange County	972,625	47	295	1,146,411	8,491,223	1,168,911	6,604,297	4,978	2,381	826,358
Orange	94,300	3	54.3	186,884	1,197,028	303,982	686,458	587	628	69,101
Placentia L.D.	36,760	3	19.32	69,229	614,098	77,235	184,172	2,593	2,921	16,640
Santa Ana	209,800	17	72	230,170	1,661,547	354,001	1,064,656	937	720	139,584
Yorba Linda L.D.	29,600	1	25	60,986	574,036	104,150	187,466	1,795	1,048	18,753

CLSA Cooperative Public Library Systems
Data from Systems Report 1981

System	Population served	Area sq. mi.	Member libraries		Total expenditure	Questions, reference referral	ILL deliveries	Staff training programs
			public	network				
BALIS	1,619,630	1,414	9	-	$215,243	1,727	292,283	-
Black Gold	880,050	9,000	7	41	565,638	3,163	87,250	12
49-99	852,300	10,172	7	21	298,843	2,206	300,762	6
Inland	1,565,235	37,504	11	63	418,774	3,453	114,088	10
MCLS	4,517,095	815	28	-	461,575	8,925	210,981	55
MOBAC	485,300	3,759	8	4	151,996	1,107	128,416	6
MVLS	1,302,675	11,341	13	7	312,284	1,974	423,000	-
North Bay	960,285	8,692	12	6	571,956	915	67,518	3
North State	561,110	37,099	13	6	445,624	3,035	376,783	14
Peninsula	588,164	454	8	40	386,765	1,096	132,070	15
SJVLS	909,200	14,319	7	49	342,281	2,481	32,732	4
Santiago	2,000,000	782	10	99	299,671	1,951	NA	44
Serra	1,995,300	8,502	13	141	520,454	2,476	584,850	21
South Bay	1,307,995	2,713	8	209	327,021	1,293	60,060	7
South State	3,035,275	11,384	3	-	688,172	5,935	18,076	15

Appendix C-2

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